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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1992 - 1993 AND PROPOSED PROGRAMMES AND BUDGET FOR 1994

PART III. EUROPE

(Submitted by the High Commissioner)

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PART III. EUROPE

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3.0 OVERVIEW OF DEVELOPMENTS IN EUROPE AND REGIONAL SPECIAL PROGRAMMES

3.0.1 Refugee and asylum issues, as well as migration in general, continued to be a major concern for European States. Since 1991, the conflict in the former Yugoslavia has given rise to the largest refugee flows in Europe since the Second World War.

3.0.2 In Western Europe the estimated number of asylum-seekers in 1992 was close to 700,000, compared to 545,000 in 1991 and 420,000 in 1990. The pattern of movements to countries of asylum appeared to be changing. Some States reported a marked decrease in the arrival of asylum-seekers at international airports. States in Central and Eastern Europe are increasingly becoming countries of transit to Western Europe or of asylum.

3.0.3 European Governments have introduced legislation and measures to streamline status determination procedures, shorten their duration and distinguish manifestly unfounded claims at an early stage. At the same time States intensified international consultations on harmonized or common immigration and asylum policies. This has especially been the case among the Member States of the European Community (EC) which, for example, in December 1992 adopted asylum resolutions on manifestly unfounded applications for asylum, on third host countries, and on countries where there is in general no serious risk of persecution. At the pan-European level, the Budapest Ministerial Conference held in February 1993 adopted a recommendation on policies to prevent illegal immigration.

3.0.4 The introduction of these new measures poses the problem of how to balance the legitimate interests and concerns of States regarding irregular migratory movements and concern for the rights of genuine asylum-seekers. The progressive introduction by European States of a broad definition of what constitutes a "manifestly unfounded claim", coupled with the introduction of accelerated procedures for their review, may be detrimental to certain cases which, owing to their complexity, should instead be dealt with within regular procedures with adequate safeguards.

3.0.5 As for the current notion of country of first asylum, its application would in effect permit the return of significant numbers of asylum-seekers arriving in Western Europe to States which are considered countries of first asylum. In practice, such a measure should be applied in conjunction with guaranteed readmission, adequate procedural safeguards and burden-sharing arrangements, in order to avoid creating new "orbit" situations and any danger of refoulement. In addition, and to the extent that the introduction of summary procedures may also be applicable to persons coming from countries considered by States as "safe countries of origin", these must be applied with caution in order to minimize the risks of erroneous decisions leading to potential refoulement. The impact of all such measures, if they are not judiciously applied, could affect the ability of the High Commissioner to discharge her international protection mandate.

3.0.6 The High Commissioner has stated on a number of occasions that they do not offer solutions to refugee/migration problems per se, and stressed the need for a comprehensive strategy. UNHCR is committed to continuing efforts actively to contribute to the formulation of such a strategy.

3.0.7 Among the elements of a comprehensive strategy the following may be cited: protection of those in need; assistance for refugee and returnee programmes; a clear distinction between persons fleeing persecution and violence and those who leave their homes for other reasons; public information activities to raise awareness and acceptance of refugees in countries of asylum; and a focus on would-be migrants in the countries of origin through mass-information programmes. Implementing these and other measures goes well beyond UNHCR's own capacity and requires the concerted efforts of Governments and a range of actors, including intergovernmental and non-governmental organizations (NGOs).

3.0.8 The European Council at its meeting at Edinburgh (December 1992) recognized the need for a comprehensive approach including coordinated action in the fields of foreign policy, economic cooperation, and immigration and asylum policy. The Council also recognized the importance of aid towards sustainable social and economic development to reduce longer-term migratory pressures.

3.0.9 UNHCR is pursuing its policy of prioritizing activities and redeploying resources in Western and Southern Europe, focusing its limited human resources on the intra-European institutional processes, national legislative and administrative processes, refugee law training and public information/fund raising. In so doing, a new dimension to the partnership with NGOs is being developed to reinforce complementary actions wherever possible.

3.0.10 By redeploying some budgetary lines, UNHCR has established a presence in Central and Eastern European States, including in the Newly Independent States, and has focused its activities on protection, refugee law promotion and institution-building, with some limited assistance programmes. In Central Europe all States have acceded to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol. One State has maintained the geographical reservation. While national implementing legislation and structures are still in an embryonic stage in the sub-region, two States have adopted national implementing legislation while others are now in the drafting stage. National administrations competent to deal with refugee issues have been or are being established. UNHCR is providing some technical advice and material support to make these bodies fully operational. Support is also being provided to the nascent NGO movement in those countries, particularly in cooperation with the European Consultation on Refugees and Exiles (ECRE). Assistance has been given to destitute refugees directly and/or to Governments to facilitate the local integration of recognized refugees where possible. Financial support has also been provided for refugees from the former Yugoslavia in Hungary and assistance has been extended to individuals, particularly women and children and ex-detainees, accepted in other Central European countries.

3.0.11 The growing demand for operational and institutional support in the Central European sub-region has led UNHCR to strengthen its presence. Following the emergence of the Czech Republic and the Slovak Republic, a new Liaison Office was opened in the capital of the Slovak Republic and additional National Officer posts were established in order systematically to cover needs in the fields of public information and training.

3.0.12 Given the ongoing process of streamlining of status determination procedures in Western Europe, the number of asylum-seekers who are in need of temporary protection or who apply for refugee status, and the growing need for emergency preparedness, several Governments in Central and Eastern Europe have requested UNHCR's support to develop, instal and render operational a registration system. The planned Central and Eastern European Registration of Individual Cases System (CEERICS) will, in its first stage, enable Governments electronically to record and process information related to asylum-seekers and refugees in seven countries (end of 1993/early 1994). Although CEERICS will be a generic and compatible system, it will have the capacity to operate in local language mutations. It will be designed to provide the respective refugee authorities with an efficient management tool which will increase their capacity to perform a wide range of administrative processes relating to asylum-seekers and refugees and hence enhance the protection of persons in need thereof.

3.0.13 In the Newly Independent States, UNHCR is giving priority to refugee law promotion and institution-building. A series of "first generation" seminars was organized during 1992 and the first half of 1993 to familiarize senior Government officials, principally from Ministries of Justice, Interior, Labour and Social Affairs, as well as NGO representatives, with migration issues, refugee law and international and European human rights law. Organized in cooperation with the International Organization for Migration (IOM), these seminars included presentations by experts from the United Nations Centre for Human Rights, the Council of Europe, the International Committee of the Red Cross (ICRC), the International Federation of Red Cross and Red Crescent Societies (IFRC) as well as national experts from Western European refugee and immigration offices. In addition, workshops and training programmes have covered refugee status determination, nationality law and the issue of statelessness. "Second generation" seminars on specific refugee issues are in preparation to meet the needs of newly established national refugee administrations as well as those of local authorities. Special emphasis is now being placed on "train the trainers" programmes. Coordination with IOM, which is pursuing training activities in the migration/immigration field, continues so as to ensure the complementarity of programmes in these closely related fields.

3.0.14 The Russian Federation acceded to the 1951 Convention and the 1967 Protocol in November 1992 and promulgated its national refugee law in February 1993. The Government has begun to put the necessary structures and procedures in place. UNHCR is assisting the most destitute asylum-seekers and mandate refugees in Moscow through a care and maintenance project. A voluntary repatriation programme organized by UNHCR in conjunction with IOM helped Chilean refugees to return home.

3.0.15 In response to a request from the Governments of Armenia and Azerbaijan, UNHCR mobilized in early December 1992 two Emergency Response Teams (ERT) and initiated relief projects in each of these two States. In Georgia, UNHCR participated in a United Nations inter-agency mission in January/February 1993 and is presently implementing a relief project for returnees and internally displaced persons.

3.0.16 In the former Yugoslavia, the scope and magnitude of the emergency have grown to unprecedented levels, particularly in Bosnia and Herzegovina where the conflict has triggered the movement of thousands of refugees and displaced persons, as the climate for the relief effort, notably as regards the security of United Nations and other staff, has deteriorated. By the end of June 1993, the affected population in the former Yugoslavia had reached over 3.6 million. UNHCR continued to pursue its main objective of mobilizing and distributing basic life-saving emergency relief supplies, as lead agency for the United Nations humanitarian relief operation. UNHCR has carried out its efforts jointly with the World Food Programme (WFP), the World Health Organization (WHO), and the United Nations Children's Fund (UNICEF), in close cooperation with the International Committee of the Red Cross (ICRC) and participating Governments and NGOs. Considerable financial and in-kind contributions have been received for the Special Operation for the Former Yugoslavia. This assistance must continue if indispensable humanitarian relief activities are to be maintained.

3.0.17 During 1992, total UNHCR expenditure in Europe amounted to $ 336,930,600, of which $ 24,709,300 were spent under General Programmes and $ 312,221,300 under Special Programmes. The revised 1993 General Programmes amounts to $ 26,744,300. The amount required for Special Programmes was estimated at $ 438,616,800. The proposed 1994 General Programmes requirement amounts to $ 33,124,700.

3.1 ARMENIA

Country Overview

Characteristics of the refugee population

3.1.1 It is estimated that there are some 330,000 refugees and displaced persons in Armenia. This represents about ten per cent of the country's total population, making it one of the highest rates per capita in the world. Among the refugees and displaced persons, the following groups have been identified by UNHCR as being in need of international assistance:

- Some 60,000 ethnic Armenians, out of a total of 260,000 who left Azerbaijan from 1988 through 1990; and
- Some 80,000 ethnic Armenians who have been fleeing Nagorno-Karabakh and the Shahumian region since 1992.

The total caseload identified by UNHCR therefore amounts to 140,000 persons.

3.1.2 Distribution of most relief items is calculated on the basis of an average of four persons per family. It is estimated that at least 70 per cent of the beneficiary group is composed of women, or children below the age of 17.

Major developments (1992 and first quarter of 1993)

3.1.3 A UNHCR Emergency Response Team was deployed in December 1992, and an airlift was initiated to provide blankets on an emergency basis. UNHCR issued an appeal to the donor community which was later incorporated into a consolidated appeal launched by the Department of Humanitarian Affairs (DHA). While the initial duration of the programme of assistance was from December 1992 until May 1993, it soon became clear that the short-term involvement of UNHCR would not suffice to meet even the most basic needs of the identified caseload and the programme was subsequently extended until December 1993. This extension required additional resources and a second, updated appeal was issued on 17 May 1993.

3.1.4 Since December 1992, the situation has worsened considerably with shortages of foodstuffs and fuel and high inflation rates particularly affecting refugees in the country. Although there are small numbers of displaced persons returning to their homes in Nagorno-Karabakh, the number of refugees and displaced persons continues to rise with new influxes from the war zones.

Programme objectives and priorities

3.1.5 UNHCR assistance has focused on the provision of life- sustaining assistance to the most needy groups of refugees and displaced persons. This includes the distribution of household items such as blankets and heating stoves, as well as family food parcels to refugees and displaced persons. In addition, the basic rehabilitation and repair of communal facilities housing displaced persons has been supported. Thus, the programme is evolving from emergency relief to care and maintenance. Development of the capacity of governmental and non-governmental implementing partners is being encouraged and facilitated where possible.

3.1.6 Further to Armenia's accession to the 1951 Convention and the 1967 Protocol, UNHCR is working closely with the Government to assist in the adoption of national refugee legislation and related institution-building.

Arrangements for implementation/related inputs

3.1.7 UNHCR's two principal counterparts are the Armenian Red Cross Society (ARCS) which is responsible for the receipt, storage and distribution of relief items, and the State Committee for Refugees (SCR) which is the Government's focal point for refugees. SCR is also responsible for the registration of displaced persons and the dissemination of related data. Distribution of food items is closely coordinated with the International Committeee of the Red Cross (ICRC). The Danish Refugeee Council (DRC) seconded staff to UNHCR in the initial phase of the operation.

3.1.8 The Government of Armenia has allocated small parcels of land to refugees and displaced persons to facilitate local integration. Efforts are being made to streamline the coordination of humanitarian assistance with the establishment of a new Humanitarian Assistance State Committee.

3.1.9 Apart from preliminary assessment missions by some United Nations agencies and the establishment of a United Nations Integrated Office, at end of July 1993 UNHCR was the only operational agency dealing with refugees and displaced persons in Armenia. It is expected that WFP as well as international NGOs will soon establish a presence in Armenia.

General Programmes

Emergency Fund

a) 1992-1993 (first quarter) programme implementation

3.1.10 In response to a request by the Government of Armenia, UNHCR initiated an emergency relief operation in December 1992. Five UNHCR staff were deployed to Yerevan on 2 December and in late December received some 60,000 blankets through an airlift, together with another 83,000 blankets provided from special contributions. The distribution of these blankets was handled by ARCS.

Care and Maintenance

3.1.11 From December 1992 until December 1993, the programme of assistance in Armenia is being covered by allocations from the Emergency Fund and special contributions. For 1994, it is proposed to include requirements within the Annual Programme.

a) 1994 programme proposals

3.1.12 The 1994 proposal focuses on the provision of relief items, especially household goods, and long-term rehabilitation and repair activities. Owing to the severe energy crisis in the country, provision is made for the distribution of kerosene during the winter months to operate cooking and heating stoves to be procured by UNHCR.. Repair of sanitation systems in communal centres will continue, with a special focus on latrine construction and disposal of human waste. Communal facilities will also be repaired to prevent complete dilapidation.

3.1.13 Income-generating activities will be initiated through the provision of small grants for the establishment of micro- enterprises. Small tree nurseries are also planned, to be managed by selected refugee families in an effort to assist in the long term reafforestation of the country. UNHCR will provide assistance to local implementing partners so as to strengthen their respective project management capacities.

3.1.14 The sectoral breakdown for the proposed 1994 care and maintenance allocation (in US dollars) is as follows:

Sector	Initial 1994
Transport	715,000
Domestic needs	900,000
Sanitation	300,000
Health	50,000
Shelter	300,000
Forestry	180,000
Income generation	500,000
Legal assistance	60,000
Agency op. support	150,000
Project personnel	397,100
Total	$ 3,552,100

Special Programmes

a) 1992-1993 (first quarter) programme implementation

3.1.15 Contributions received in response to the appeal were used to purchase some 83,000 blankets which were airlifted to Armenia in December 1992 and distributed immediately to the most vulnerable group. A first shipment of family parcels was delivered in February 1993 and distributed as a complementary food source to some 17,500 of the most vulnerable families.

b) 1993 programme implementation

3.1.16 In response to growing needs and the deteriorating living conditions of refugees and displaced persons in Armenia, the 1993 project has a wider scope and covers food, transport, domestic needs and shelter. Another 25,000 food parcels have been received and will be distributed. In preparation for the coming winter, kerosene will be procured for heating purposes and a contingency stock of blankets will be purchased. In support of Armenia's national health service, three vehicles will be procured for the transport of the sick. Funds have also been foreseen for the purchase of medicines. To ensure efficient distribution of these items, various logistical arrangements need to be made, including provision for international and in-country transport, warehousing and support services.

3.1.17 Based on the recommendations of a UNHCR technical assessment mission, additional resources will be needed for the deployment of a water and sanitation engineer who will carry out needed repairs on water-supply and waste-disposal systems in communal facilities housing refugees and displaced persons. A legal training seminar was held in May 1993 to sensitize senior Government officials to refugee protection and human rights.

3.1.18 Initial programme implementation was somewhat hampered by logistical difficulties but has markedly improved. The UNHCR Liaison Office in Yerevan collaborates closely with Government authorities and extends administrative and technical support to local implementing partners with the aim of familiarizing them with UNHCR's implementing arrangements and practices.

Project Personnel Expenditure (PPE)/Programme Support and Administration (PSA)

a) 1992 - 1993 (first quarter) major developments

3.1.19 A five-member Emergency Response Team flew to Yerevan on 2 December 1992. A Liaison Office was established and initial expenditure incurred for communications equipment, vehicles and office supplies. The extremely harsh weather conditions and the lack of electricity necessitated the purchase of generators to support the operation. A relief team was dispatched to Yerevan in early February 1993 to take over from the Emergency Response Team.

b) 1993 - Revised estimates

3.1.20 As the programme was extended until the end of the year, three international, one United Nations Volunteer (UNV) and thirteen General Service posts have been created to supervise the delivery of assistance. The total costs for 1993 activities will be covered under Special Programmes.

c) 1994 - Initial estimates

3.1.21 Although the operation had initially been planned for a six-month period, it is now anticipated that the need for UNHCR assistance will continue at least until the end of 1994. As a consequence, the 1994 programme and related support costs have been incorporated into the Annual Programme. It is foreseen that the staffing structure set up in 1993 will be maintained. Office premises, however, may have to be changed to more appropriate facilities which may result in some adjustments to the budget.

UNHCR EXPENDITURE IN ARMENIA

(in thousands of United States dollars)

1992	1993		1994	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1992 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
			GENERAL PROGRAMMES (1)	
900.9	–	–	EMERGENCY FUND	–
–	–	–	CARE AND MAINTENANCE	3,552.1
900.9	0.0	0.0	Sub-total (1)	3,552.1
			SPECIAL PROGRAMMES (2)	
			OTHER TRUST FUNDS	
500.0	–	6,419.8	Assistance to refugees and displaced persons	–
500.0	0.0	6,419.8	Sub-total (2)	0.0
1,400.9	**0.0**	**6,419.8**	**GRAND TOTAL (1+2)**	**3,552.1**

3.2 AUSTRIA

Country Overview

Characteristics of the refugee population

3.2.1 In 1992 and the first quarter of 1993, a total of 16,238 and 1,273 persons respectively were registered as asylum-seekers in Austria. The decrease of 41 per cent, in 1992 compared to 1991 when 27,306 asylum applications were filed, is the result of extensive application of the principle of first country of asylum which led to the detention of many asylum-seekers as well as to the systematic exclusion of certain groups of asylum-seekers of various nationalities from the Federal government's care and maintenance scheme. A large number of applicants in 1992 came from Yugoslavia (5,915 or 36.4 per cent), Romania (2,609 or 16 per cent), Turkey (1,251 or 7.7 per cent), Bosnia (counted separately only since May 1992 - 1,179 or 7.3 per cent) and Iraq (1,026 or 6.3 per cent).

3.2.2 In 1992, the asylum authorities decided on 23,485 applications (compared to 19,686 in 1991). A total of 2,289 applications were accepted (compared to 2,469 in 1991). The recognition rate in 1992 was 9.7 per cent, against 12.6 per cent in 1991.

3.2.3 At the end of 1992, 42,127 citizens of former Yugoslavia (almost all of whom are from Bosnia and Herzegovina) were enjoying special leave to stay and benefited from a special assistance programme jointly funded by the federal government (two thirds) and the provincial governments (one third). Out of the total, some 75 per cent have found private accommodation with relatives, friends, Austrian hosts and some 25 per cent have been accommodated in public facilities. The hosts of privately accommodated persons receive a monthly subsistence allowance of S 1,500 (approximately $ 130), whereas publicly accommodated persons receive from full maintenance. All have been insured under the national health insurance scheme. Another 3,900 individuals, including many ethnic Albanians from Kosovo, are awaiting decisions on their formal asylum requests. The Government estimates that an additional 20,000 ex-Yugoslavs have remained in Austria without registering. Since July 1992 the influx from the former Yugoslavia has decreased due to stricter entry criteria and the tightening of transit and entry requirements into Slovenia and Croatia. The Government has also offered 200 places to ex-detainees from Bosnia and Herzegovina, 169 of whom arrived on 10 November 1992.

3.2.4 The 1991 Federal Law Governing the Care for Asylum-Seekers ("Bundesbetreuungsgesetz") provides that needy applicants are eligible for federal government care, including housing, subsistence allowance and medical care. In practice, however, a number of needy asylum-seekers are not assisted and the exclusion of certain nationalities, or persons without sufficient identity documents, is based on internal regulations. Following the introduction of the new 1991 Asylum Law, which became effective on 1 June 1992, there has been a growing tendency to detain and deport asylum-seekers. It is estimated that some 30 per cent of all applicants have been kept in detention throughout the asylum procedure.

3.2.5 Out of the 16,238 asylum-seekers in 1992, 9,238 (57 per cent) benefited from the federal government's care and maintenance scheme for the needy. Between 1 June and 31 December 1992, when 4,392 asylum applications were filed, only 1,394 (31 7 per cent) were admitted to the federal government care and maintenance scheme. These asylum-seekers were accommodated in hotels, hostels and pensions. A smaller number was accommodated in five camps/reception centres, three of which are in Lower Austria, and two in Upper Austria.

3.2.6 Following the recent political transformations in Central and Eastern Europe, the traditional immigration countries (Australia, Canada and United States of america) no longer accept significant numbers of refugees on resettlement from Austria. In 1992, 1,843 asylum-seekers left Austria for resettlement to third countries, most of them to the United States. In 1992 a total of 1,220 refugees acquired Austrian citizenship.

Major developments (1992 and first quarter 1993)

3.2.7 As a result of the conflict in former Yugoslavia approximately 46,000 victims of the conflict have sought safe haven in Austria and have been granted temporary protection (42,127 by the end of 1992). Visa requirements have been introduced to holders of passports issued by Serbia (the Federal Republic of Yugoslavia) and the Former Yugoslav Republic of Montenegro and Macedonia. Bosnians can enter without a visa, if they have sufficient financial means, if they come directly from a war-affected area and can submit a sponsorship declaration from close relatives in Austria, or if the authorities of a provincial government agree to their entry on the basis of the availability free accommodation capacity.

3.2.8 During the reporting period, Austrian army units have continued to be posted along a large portion of the border with Hungary in order to prevent illegal crossings into Austria. In 1992 and in the first quarter of 1993, 5,921 aliens were reportedly returned to Hungary. In addition, an unknown but considerable number of aliens were returned to third countries by land or by air. These rejections and returns are carried out on the assumption that persons coming through third countries where they would not force persecution can be considered to have found protection there.

3.2.9 Out of the total number of persons from forme Yugoslavia in Austria, some 3,700 are awaiting a decision on their formal asylum requests. The others have been given temporary protection and assistance under a joint special programme of the federal Government and of the governments of the provinces outside the framework of the regular asylum procedure. The programme, initially designed for the victims of the conflict in Croatia, was suspended at the end of March 1992 and was resumed in May 1992 in response to the needs of refugees fleeing from Bosnia-Herzegovina. As of 3 June 1993, a total of 46,869 refugees fleeing the war in Bosnia-Herzegovina were being cared for in the nine provinces.

3.2.10 On 1 June 1992 a new Asylum Law (BGBl No. 8/1993), which had been adopted by the Federal Parliament in December 1991, entered into force. A new Aliens Law entered into force on 1 January 1993.

3.2.11 The 1991 Asylum Law stipulates inter alia that asylum-seekers may enter Austria and temporarily reside on its territory during the asylum procedure only if they come directly from a country where they claim to have suffered persecution. The new law provides for the rejection of manifestly unfounded asylum claims. Frequently asylum-seekers are not permitted to await the outcome of the appeal in Austria and UNHCR has maintained its concern regarding this practice.

3.2.12 Throughout 1992, the UNHCR Office in Vienna continued to function as a Regional Office covering the Czech and Slovak Federal Republic (since 1 January 1993 the Czech Republic and the Slovak Republic) and the Republic of Poland.

Programme objectives and priorities

3.2.13 In 1994 UNHCR will continue to cooperate with the Austrian Government and the relevant non-governmental organizations (NGOs) to develop and implement measures to facilitate the local integration of recognized 1951 Convention refugees and, conditions in the country of origin permitting, the voluntary repatriation of thousands of persons from former Yugoslavia who are presently enjoying temporary protection in Austria. To this end the Regional Office in Vienna will continue to cooperate with the restructured Fund for the Integration of Refugees, of which it is a member and a contributor. As in previous years the Fund will continue to facilitate the socio-economic integration of refugees by providing financial assistance for language courses, education and skills training, and particularly accommodation. The three-year tripartite agreement entered into between the Fund, the Ministry of the Interior and Caritas (Austria) in 1992 is expected to facilitate the integration of refugees in the initial phase of the integration process, i.e. during the first twelve months following recognition of refugee status.

3.2.14 As a result of the survey conducted in 1991 at the initiative of UNHCR Vienna and the Ombudsman of Vienna for Children and Youth, on the legal, psychological and social situation and problems of unaccompanied minor refugees in Austria, a working group was set up by the Ministry of the Interior in April 1992, in which UNHCR participates. UNHCR will continue to work closely with the working group. In addition, legal counselling and representation of asylum-seekers and refugees will be strengthened in 1994 through the expansion of the network of legal counsellors employed by NGOs or law firms covering all nine provinces of Austria.

Arrangements for implementation/related inputs

3.2.15 The Fund for the Integration of Refugees (formerly the Austrian United Nations Refugees Fund) (AUNRF), chaired by the Ministry of the Interior, coordinates programmes. A total of 4,656 refugees were assisted by the Fund, mainly with housing assistance, basic household installation and language courses. A total number of 238 refugees received assistance from the Fund for education or for vocational/skills training. Caritas (Austria) is the operational partner for the local settlement project.

General Programmes

Local Settlement

a) 1992-1993 (first quarter) programme implementation

3.2.16 In 1992 the local settlement project provided social and legal counselling for refugees and asylum-seekers. The project finances the services of lawyers specialized in refugee and asylum law to counsel and represent individuals, and caters the special needs of women and children.

b) 1993 programme implementation

3.2.17 Some 2,500 asylum-seekers and refugees, including their dependents, are expected to benefit directly from the project. In addition, an undetermined number is expected to benefit indirectly through precedent-setting jurisprudence or through clarification of administrative practice. Lawyers from the implementing partner, Caritas, will operate in all the regional "Länder" and in those cities where regional branches of the Federal Asylum Office have been established.

c) 1994 programme proposals

3.2.18 As with the 1993 project the objective is to secure adequate legal protection for refugees and asylum-seekers through direct legal advice/assistance provided by a network of eight legal counsellors/lawyers and one coordinator working under the guidance of UNHCR.

Project Personnel Expenditure (PPE)/Programme Support and Administration (PSA)

a) 1992 - 1993 (first quarter) major developments

3.2.19 Over-expenditure on temporary assistance under PSA was offset by savings on salaries, travel and contractual services under PPE. The savings in salaries and travel are due to the post of Regional Representative remaining unfilled for a period of seven months. The lower expenditure in contractual services was due to fewer individual asylum-seekers being interviewed at the Regional Office, and thus a reduced need for interpreters. The new Regional Representative arrived on 1 December 1992. During the initial period following the dissolution of Czech and Slovak Federal Republic, the Regional Office covered the new Liaison Office in Bratislava through weekly three-day missions of staff from RO Vienna. Expenditure for temporary assistance was incurred in order to replace the absent staff member during his missions to Bratislava.

3.2.20 The prioritization exercise in Western Europe resulted in one local post being discontinued by 31 December 1992. A post of a Public Information Officer was created early 1993 in order to improve public awareness of refugee matters.

b) **1993 - Revised estimates**

3.2.21 The increase in the administrative budget is mainly due to increased costs relating to public information activities in addition to the salary of the Public Information Officer. Negotiations regarding a potential change of office premises from the present rent-free location at the Vienna International Centre have not been finalized, but may result in increased costs.

c) **1994 - Initial estimates**

3.2.22 Initial estimates in 1994 are slightly lower than the revised 1993 budget as the identification of an incumbent for the Liaison Officer post in Bratislava will diminish the need for temporary assistance in Vienna.

UNHCR EXPENDITURE IN AUSTRIA

(in thousands of United States dollars)

1992	1993		1994	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1992 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
			GENERAL PROGRAMMES	
332.0	–	–	CARE AND MAINTENANCE	–
9.5 a/	–	–	VOLUNTARY REPATRIATION	–
204.9 b/	252.8	283.2	LOCAL SETTLEMENT Mainly legal aid to asylum seekers and to facilitate the self-sufficiency of refugees	324.4
43.2 a/	–	–	RESETTLEMENT	–
522.0	480.6	634.7	PROGRAMME SUPPORT AND ADMIN. See Annexes I and II	622.1
1,111.6	**733.4**	**917.9**	**GRAND TOTAL**	**946.5**

a/ obligation incurred against Overall Allocation

b/ of which US$ 486 incurred against Overall Allocation

3.3 AZERBAIJAN

Country Overview

Characteristics of the refugee population

3.3.1 There are approximately 500,000 refugees and displaced persons in Azerbaijan, 90 per cent of whom are ethnic Azeris. Of these, the following groups have been identified by UNHCR as being in need of basic assistance:

- Some 30,000 ethnic Azeris from a total of 195,000 persons who fled Armenia in 1988. They are dispersed in various sites in Azerbaijan.
- Two groups of ethnic Azeris, 40,000 and 20,000 respectively, who have been displaced since 1992, out of a total of 216,000 displaced from the Nagorno-Karabakh area and its vicinity.
- Some 10,000 persons of other ethnic groups, such as Meskheti Turks who arrived from the Central Asian republics, out of a total of 51,000.

3.3.2 An additional group of 50,000 displaced persons from the Kelbajar region has been receiving assistance since April 1993. The total group identified by UNHCR as requiring international assistance therefore comprises 150,000 persons.

3.3.3 Distribution of most relief items is calculated on the basis of an average of five persons per family and it is estimated that at least 70 per cent of the group is comprised of women, or children below the age of 17.

Major developments (1992 and first quarter 1993)

3.3.4 With the deployment of the UNHCR Emergency Response Team in December 1992, an airlift was launched to provide emergency relief items, especially blankets, as an immediate response to severe winter conditions. On 4 December 1992, UNHCR issued an appeal to the donor community which was later incorporated into a consolidated appeal launched by the Department of Humanitarian Affairs (DHA).

3.3.5 While the initial programme of assistance was only scheduled to last from December 1992 until May 1993, it soon became clear that the short-term involvement of UNHCR would not suffice to meet even the most basic needs of the identified caseload and the programme was subsequently extended until December 1993. This extension, together with an increase of the caseload (Kelbajar emergency), increased the funding requirements of the programme and a second, updated appeal was launched on 17 May 1993.

3.3.6 In late March 1993, Armenian forces opened a second corridor linking Nagorno-Karabakh to Armenia. With this resurgence of military activity, over 50,000 Azeris were trapped in the Kelbajar region, most of whom fled the conflict zone over two mountain passes. UNHCR responded immediately through an emergency airlift providing relief items to some 50,000 newly displaced persons.

Programme objectives and priorities

3.3.7 UNHCR focuses on the provision of life-sustaining assistance to the most needy group of refugees and displaced persons. This includes the distribution of blankets and basic shelter items such as plastic sheeting, as well as family food parcels for newly displaced persons. In addition, the programme foresees basic repairs to communal facilities housing displaced persons to ensure minimal functioning infrastructure for water and sanitation. Thus, the programme is evolving from emergency relief to care and maintenance. The development of governmental capacity is being encouraged and facilitated where possible.

3.3.8 It is planned gradually to lay more emphasis on legal assistance and protection activities, especially with regard to implementation of the 1951 Convention relating to the Status of Refugees to which Azerbaijan acceded in February 1993. Priority will continue to be given to care and maintenance.

Arrangements for implementation/related inputs

3.3.9 The State Committee for Refugees (SCR) and the Humanitarian Relief Commission (HRC) are UNHCR's main national counterparts. The Azeri Red Crescent Society (ARCS) ensures the receipt, handling and distribution of relief items in Baku. Médecins sans Frontières - Belgium (MSF-Belgium) will implement the health component. Oxfam UK is expected to assume responsibility for the water and sanitation sectors. The Norwegian Refugee Council (NRC) seconded staff to UNHCR in the initial phase of the programme.

3.3.10 The Government of Azerbaijan is providing assistance to refugees and displaced persons through SCR and HRC in the form of shelter and social security payments.

3.3.11 Apart from preliminary assessment missions by some United Nations agencies and the establishment of a United Nations Integrated Office, at end-July 1993 UNHCR was the only operational agency deaing with refugees and the displaced. It is expected that WFP and UNICEF, as well as international NGOs, will establish a presence in Azerbaijan during the second half of 1993.

General Programmes

Emergency Fund

a) 1992-1993 (first quarter) programme implementation

3.3.12 In response to a request by the Government of Azerbaijan, UNHCR initiated an emergency relief operation in December 1992. Five UNHCR staff members were deployed to Azerbaijan on 2 December 1992 and in late December were able to receive 58,000 blankets and 500 plastic rolls which were airlifted to respond to the severe winter conditions in the country. The distribution of these relief items was handled through ARCS.

b) 1993 programme implementation

3.3.13 An additional allocation from the Emergency Fund of $ 816,500 was made in April 1993 to meet the immediate needs of 50,000 internally displaced persons from the Kelbajar region. An airlift was launched to provide 50,000 blankets, 10,000 sleeping bags, 2,500 tents, 230 rolls of plastic sheeting and 2,500 kitchen sets. These budgetary needs have been incorporated into the updated appeal launched on 17 May 1993.

Care and Maintenance

3.3.14 From December 1992 through December 1993, the programme of assistance in Azerbaijan was covered by allocations from the Emergency Fund and special contributions. For 1994, it is proposed to include budgetary requirements within the Annual Programme.

a) 1994 programme proposals

3.3.15 The proposal for the 1994 programme foresees a continuation of care and maintenance assistance. Relief items will continue to be provided to facilitate the eventual local settlement of displaced persons. Domestic needs are being met through the provision of blankets, kitchen sets and stoves. In preparation for the winter period, warm clothing and footwear will be distributed, mostly to children under twelve. It is hoped that at least an initial 20,000 displaced persons may be able to return to their former homes. Distribution of a "family package", comprising a canvas bag, a tool box, towels, sheets and household items, is planned. Repair of infrastructure for water supply and waste disposal will continue throughout 1994 to ensure at least minimal sanitary standards in communal housing and to assist in the prevention of communicable diseases.

3.3.16 Activities in the health sector include the deployment of a mobile health unit and the distribution of medical kits in a number of districts.

Canvas and plastic sheeting will serve to improve the temporary shelters which still house many displaced persons, as no permanent structures are yet available. School supplies will be given to refugee children in primary schools. Provision has been made for small income-generating, vocational training and animal husbandry activities. UNHCR will also provide support to local NGOs implementing the programme.

3.3.17 The sectoral breakdown for the proposed 1994 care and maintenance allocation (in US dollars) is as follows:

Sector	Initial 1994
Transport	450,000
Domestic needs	1,950,000
Water	130,000
Sanitation	64,000
Health	100,000
Shelter	330,000
Education	10,000
Livestock	6,700
Income generation	5,000
Legal assistance	60,000
Agency op. support	30,000
Project personnel	383,700
Total	$ 3,519,400

Special Programmes

a) 1992-1993 (first quarter) programme implementation

3.3.18 Special contributions received in response to the appeal were used to purchase, transport and distribute bulk food and blankets. A total of 53,000 blankets were airlifted to Azerbaijan in December 1992. Wheat could only be delivered in April 1993 during the Kelbajar emergency.

b) 1993 programme implementation

3.3.19 The 1993 project has been expanded to incorporate increased needs in the food, transport, domestic needs and shelter sectors. In view of the continuous relocation of displaced persons, most relief items, such as family parcels, kitchen sets or sleeping bags are provided in a portable format. Basic repair activities in the water and sanitation sectors are being carried out to rehabilitate at least some of the provisional communal facilities housing refugees and displaced persons. The first legal training seminar for senior Government officials on refugee protection, organized with International Organisation for Migration (IOM), International Committee of the Red Cross (ICRC), International Federation of Red Cross and Red Crescent Societies (IFRC), the Conference on Security and Cooperation in Europe (CSCE) and other agencies will be held shortly. It should be noted that a provision for food assistance has been budgeted only until 30 June 1993 as the World Food Programme (WFP) has agreed to take over responsibility for the provision of basic food items.

3.3.20 Implementation of initial programme activities has produced encouraging results. UNHCR's Liaison Office in Baku with three international staff members has devised an efficient distribution system and cooperates closely with Government authorities. Furthermore, the UNHCR liaison team is extending administrative and technical support to local implementing partners so as to enhance their operational capacity.

Project Personnel Expenditure (PPE)/Programme Support and Administration (PSA)

a) 1992 - 1993 (first quarter) major developments

3.3.21 A five-member UNHCR Emergency Response Team flew to Baku on 2 December 1992. A Liaison Office was established and initial expenditure incurred for communications equipment, vehicles and office supplies. A relief team was dispatched to Baku in early February 1993 to take over from the Emergency Response Team and continue the operation.

b) 1993 - Revised estimates

3.3.22 As the programme was extended until the end of the year, three international and thirteen General Service posts have been created to monitor the situation and to oversee the delivery of assistance. The costs for the current year will be covered under Special Programmes.

c) 1994 - Initial estimates

3.3.23 Although the operation had initially been planned for a six-month period only, it is now anticipated that need for UNHCR assistance will continue at least through the end of 1994. As a consequence, the 1994 programme and related support costs have been incorporated into the Annual Programme. It is foreseen that the staffing structure set up in the course of 1993 will be maintained. More appropriate office premises may be required and options relating to rent-free premises are being explored.

UNHCR EXPENDITURE IN AZERBAIJAN

(in thousands of United States dollars)

1992	1993		1994	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1992 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
			GENERAL PROGRAMMES (1)	
578.0	–	816.5	EMERGENCY FUND	–
–	–	–	CARE AND MAINTENANCE	3,519.4
578.0	0.0	816.5	Sub-total (1)	3,519.4
			SPECIAL PROGRAMMES (2)	
500.0	–	5,888.1	OTHER TRUST FUNDS Assistance to refugees and displaced persons	–
500.0	0.0	5,888.1	Sub-total (2)	0.0
1,078.0	**0.0**	**6,704.6**	**GRAND TOTAL (1+2)**	**3,519.4**

3.4 BELGIUM

Country Overview

Characteristics of the refugee population

3.4.1 The number of refugees registered in Belgium at 31 December 1992 stood at 24,292, compared to 24,071 at the end of 1991. This number comprises 10,200 women and 14,092 men. During 1992, the Belgian General Commissariat for Refugees and Stateless Persons (CGRA) had registered 17,754 asylum-seekers, compared to 15,291 in 1991. In addition, 690 persons from the former Yugoslavia have been admitted under temporary protected status. During the first quarter of 1993, 5,945 persons sought asylum in Belgium.

3.4.2 These persons originate from 123 countries (compared to 99 in 1991), mainly Zaire (21 per cent), Romania (19 per cent), former Yugoslavia (10 per cent), India (6 per cent), Ghana (5 per cent), Turkey (4 per cent), Pakistan (4 per cent), Nigeria and Bulgaria. In comparison to 1991, there were fewer asylum-seekers from Poland and considerably more from Zaire (a 91 per cent increase) and the former Yugoslavia (a 65 per cent increase). The number of asylum-seekers arriving by air has increased slightly compared to 1991; 859 out of the 1992 total of 17,754 or 4.8 per cent, compared to 520 out of the 1991 total of 15,291 or 3.4 per cent.

3.4.3 During 1992, a total of 898 persons were granted refugee status by the CGRA or the Belgian Appeals Board. The rate of acceptance decreased slightly compared to 1991.

3.4.4 Until 1 May 1992, UNHCR was responsible for determining status on applications submitted before 1 February 1988. As from 1 May 1992, and in accordance with the law, the Branch Office handed over to the CGRA the 80 cases on which it had not yet reached a decision.

3.4.5 A budget of BF 3.4 billion (compared to BF 2.7 billion in 1991) was adopted by the Government, through the State Secretariat for Social Emancipation, for reception arrangements for asylum-seekers. This applies to those communes still willing to accept asylum-seekers, the 15 centres managed by the Belgian Red Cross, the Petit Chateau reception centre in Brussels, and the centre at Zaventem Airport which is run by the Ministry of Justice.

Major developments (1992 and first quarter of 1993)

3.4.6 The entry into force on 1 October 1991 of amendments to the Act of 15 December 1980 on entry into, residence and settlement in and departure from Belgium by aliens led to a sharp decrease (from 31.6 per cent before 1 October 1991 to 9 per cent after 1 October 1991) in the number of admissible asylum requests for persons originating from Ghana, India, Pakistan and Nigeria.

These were considered to be "safe countries" by application of the new two-times-five-per-cent rule (countries from which, during the preceding year, at least five per cent of the total number of asylum-seekers originated, and of whom not more than five per cent were granted refugee status). This new ground for inadmissibility shifts the burden of proof, while continuing to ensure that each case receives individual attention. In addition to the four above-mentioned countries, the rule was applied in 1992 to Poland and Romania. When combined with the acceleration of the admissibility procedure, this led to an important decrease in asylum requests from persons originating from these countries.

3.4.7 As of 15 July 1992, competence for asylum and aliens was transferred from the Ministry of Justice to the Ministry of Interior and Civil Service.

3.4.8 New amendments to the Act of 15 December 1980 were proposed by the Government in 1992, adopted on 23 April 1993 and entered into force on 1 June 1993. Major amendments relate to UNHCR's withdrawal from the Appeals Board and, in this connection, the right given to UNHCR to intervene at all stages of the procedure; the suppression of the two-times-five-per-cent rule and the introduction of a new ground for inadmissibility for manifestly unfounded cases. In addition, the new law stipulates that advice from the CGRA has to be sought before a decision of inadmissibility is made on grounds of public order and national security.

3.4.9 In August 1992, the Government introduced temporary humanitarian status for persons fleeing former Yugoslavia. Those persons receive a renewable entry permit, initially valid for six months. They also have the right to work, and are provided social benefits and medical care by the Government. Asylum requests are frozen and will only be decided upon when temporary humanitarian status comes to an end.

3.4.10 Accommodation for asylum-seekers is still handled by the central Government and continues to meet with the reluctance of most local authorities.

3.4.11 A new law adopted on 22 December 1992 introduced limits on social benefits and medical care to the minimum needed to live with dignity for all rejected asylum-seekers and illegal aliens subject to an order to leave the territory. One month after the expiry of the stipulated deadline to leave the territory, only urgent medical care can be granted.

Programme objectives and priorities

3.4.12 Following the prioritization of activities in Western Europe, UNHCR will pursue its new strategy of maintaining a strong presence at points of entry, particularly at the airport, to monitor and ensure the access of asylum-seekers to the refugee status determination procedure. Except for cases of principle or of a precedent-setting nature, UNHCR will withdraw from individual casework related to routine repatriation, resettlement and family reunification activities. These activities are being transferred to non-governmental organizations (NGOs) who consequently are provided some support under the 1993 and 1994 programmes. Emphasis is being placed on the provision of country-of-origin information, monitoring legislative developments, refugee law training and public information activities, as well as intervention on major protection issues.

Arrangements for implementation/related inputs

3.4.13 Programmes relating to exceptional emergency assistance, refugee law training and legal assistance in cases of principle will be implemented by UNHCR. Repatriation, family reunification and resettlement activities will be implemented by NGOs.

General Programmes

Voluntary Repatriation

3.4.14 Ninety persons repatriated voluntarily in 1992. There has been a steady increase in applications for voluntary repatriation since 1988, with 48 requests in 1988, 53 in 1989, 74 in 1990 and 69 in 1991. It is expected that this increase will continue in 1993 and 1994. Six persons from Chile and the Islamic Republic of Iran have requested voluntary repatriation in the first quarter of 1993. During 1993, the majority of applicants for UNHCR repatriation assistance were Chileans and Iranians.

Local Settlement

3.4.15 Implementation of the local settlement programme continued routinely in 1992 and in the first half of 1993. Through legal assistance activities, certain integration difficulties at the level of the local authorities were resolved. The transfer of activities related to family reunification, resettlement and voluntary repatriation could not be implemented before April 1993 because the concerned NGO had been unable to identify appropriate staff in time. Refugee law training activities could not be implemented in the first quarter of 1993 as the Refugee Law Training Officer took up her duties only as of 15 June 1993. The 1994 programme proposal envisages the continuation of the activities foreseen in 1993.

Resettlement

3.4.16 In 1992 and the first quarter of 1993, UNHCR continued to work within the framework of the "100 visas" granted by the Belgian Government for the resettlement of refugees meeting its conditions. As of April 1993, these activities were taken over by the Belgian Committee for Assistance to Refugees, an umbrella organization for several Belgian NGOs.

Special Programmes

Other Trust Funds

3.4.17 Two Government-funded Trust Fund projects for the local integration of Chilean refugees arriving under a special Government scheme were implemented. These projects will need further implementation in 1993 and 1994. A special Trust Fund for the holding of an exhibition on "Liberty in Exile" and the organization of a public awareness campaign were continued at the beginning of 1992 as part of increased public information activities. A Government-funded Trust Fund project provided the necessary funds to ensure UNHCR's participation in the Belgian Appeals Board until the entry into force of the new asylum law.

Project Personnel Expenditure (PPE)/Programme Support and Administration (PSA)

a) 1992 - 1993 (first quarter) major developments

3.4.18 Expenditure during 1992 was slightly above the revised 1992 estimates, resulting from unforeseen activities in Luxembourg. The over-expenditure was offset by savings under PPE. A local post was extended four months beyond the planned discontinuation date of 31 December 1992 in order to complete preparations for the prioritization exercise. Rent is provided to UNHCR by the Government free of charge.

b) 1993 - Revised estimates

3.4.19 An increase in the revised estimates result primarily from the creation of two international and one local post as of 1 January 1993, enabling the Office to carry out its activities in the area of international protection, refugee law training and public information, for which support staff is required.

c) 1994 - Initial estimates

3.4.20 As no major changes are foreseen in the programme for 1994, the initial estimates are similar to the revised 1993 estimates.

UNHCR EXPENDITURE IN BELGIUM

(in thousands of United States dollars)

1992	1993		1994	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1992 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
10.0 a/	–	–	CARE AND MAINTENANCE	–
17.3 a/	–	–	VOLUNTARY REPATRIATION	–
46.6	46.1	51.2	LOCAL SETTLEMENT Measures leading to refugee integration, especially for vulnerable groups, mainly through legal assistance and social services	54.2
1,009.1	957.1	1,150.7	PROGRAMME SUPPORT AND ADMIN. See Annexes I and II	1,089.0
1,083.0	1,003.2	1,201.9	Sub-total (1)	1,143.2
SPECIAL PROGRAMMES (2)				
			OTHER TRUST FUNDS	
41.4	–	16.2	Assistance to Latin American refugees	–
32.1	–	–	P.I. activities	–
35.3	–	50.8	Social Counsellor	–
–	–	80.7	Legal Assistance	–
45.0	8.2	7.1	PROGRAMME SUPPORT AND ADMIN. Junior Professional Officer	–
153.8	8.2	154.8	Sub-total (2)	0.0
1,236.8	**1,011.4**	**1,356.7**	**GRAND TOTAL (1+2)**	**1,143.2**

a/ obligation incurred against Overall Allocation

3.5 FRANCE

Country Overview

Characteristics of the refugee population

3.5.1 During 1992, the French Office for the Protection of Refugees and Stateless Persons (OFPRA) registered a total of 28,873 applications for asylum. This number reflects a 38 per cent decrease compared to 1991 (46,545 applications), and a 53 per cent decrease compared to 1989, when the number of asylum applications peaked at 61,422. The decline is generally attributed to the combined effect of four factors: stricter border controls; the requirement of transit visas; abolition of work permits for asylum-seekers; and much speedier procedures for the determination of refugee status. At 31 December 1992, the total refugee population in France stood at 182,500.

3.5.2 Some 38.4 per cent of the asylum-seekers arriving in France in 1992 came from Asia (11,092), followed by 32.5 per cent from Africa (9,392). Some 24.7 per cent came from Europe (7,159), of whom 32.9 per cent (2,354) from the former Yugoslavia. Other European asylum-seekers came from Romania (2,206) and Turkey (1,770). The three largest groups of African asylum-seekers came from Zaire (3,065), Mali (1,128) and the Republic of Guinea (795). The predominant nationalities from Asian countries were Sri Lankans (3,959), Chinese (2,096) and Vietnamese (1,063).

3.5.3 The French authorities issued 55,000 visas to persons from the former Yugoslavia in 1992, many of whom are residing temporarily in France. Priority was given to vulnerable groups, such as children and female victims of sexual violence, and to family reunification cases.

3.5.4 The limited available statistical data show that asylum-seekers were predominantly young single males. Two-thirds of asylum-seekers live in Paris and surrounding departments. The remainder are mainly concentrated in other urban areas, such as Bordeaux, Lyons, Marseille and Toulouse.

Major developments (1992 and first quarter of 1993)

3.5.5 The decrease in new applications led to improved implementation of the asylum procedure, since it allowed both OFPRA and the Appeals Commission to increase the number of personal interviews of asylum-seekers as well as to examine individual claims more thoroughly. At the same time, the trend towards speedier examination already noted in 1991 continued, with asylum applications now being decided routinely and a final decision reached within an average of five months. The percentage of positive decisions increased to 29.1 per cent, as compared to 19.7 per cent in 1991 and 15.4 per cent in 1990. Other improvements include the provision of interpreters to asylum-seekers and the creation of a joint training system for Appeals Commission judges, with a view to streamlining and harmonizing jurisprudence on refugee status determination. It is the declared aim of OFPRA to raise the rate of personal interviews of asylum applicants to 100 per cent.

3.5.6 A significant legislative change occurred with the adoption on 26 February 1992 of Law 92-190, amending Ordinance 45-2658 of 2 November 1945 governing the conditions of entry and stay for aliens in France. The amendment introduces a number of changes to make domestic legislation compatible with article 5 of the Supplementary Schengen Agreement, which stipulates the reasons for which entry into the territory of any Party to the Convention may be refused. Consequently, persons identified by the Schengen Information System for non-admission and persons considered to be a danger to public order, national security and international relations will henceforth be refused entry.

3.5.7 Ordinance 45-2658 was further amended by the law of 6 July 1992 concerning waiting zones in ports and airports. According to this law, asylum-seekers arriving at ports or airports may be kept in a waiting zone for the minimum period necessary to pre-screen an asylum claim in order to determine if it is manifestly unfounded. Asylum-seekers may request the assistance of an interpreter and a doctor and may communicate with a counsel of their choice. Implementing arrangements as well as the modalities of UNHCR access remain to be determined. The regular procedure is not open to persons whose claim has been determined to be manifestly unfounded.

3.5.8 If a decision has not been taken within four days of detention in the waiting zone, the case is referred to an administrative tribunal. In a number of cases, the courts have ordered the release of the claimant and his/her admission to the regular procedure on the basis that the claim was not manifestly unfounded. The vast majority of port/airport cases is decided, however, withing the four-day time limit. Data on the number of applications at ports and airports and rejection/admission rates are not available.

3.5.9 The situation in certain parts of the world, notably in the former Yugoslavia, obliged OFPRA to freeze temporarily several hundred asylum claims. The categories of persons falling within such a freeze were determined in close consultation with UNHCR. Most of these cases were examined towards the end of 1992.

Durable solutions

3.5.10 The UNHCR Branch Office continued to provide assistance, in cooperation with the International Organisation for Migration (IOM), to refugees living in France who wished to repatriate voluntarily. The assistance covered transport costs and included a repatriation grant for needy refugees. In some cases, pocket money was provided.

Arrangements for implementation/related inputs

3.5.11 OFPRA and the Appeals Commission are UNHCR's principal partners. UNHCR also works in close cooperation with non-governmental organizations (NGOs) responsible for providing material assistance. In 1993, implementing arrangements were started with the "Service Social d'Aide aux Emigrants" (SSAE) and "France-Terre d'Asile" (FTDA) under which they assumed responsibility for individual counselling, in line with UNHCR's prioritization plan for Western Europe.

3.5.12 The provision of material assistance to asylum-seekers and refugees is the responsibility of the French authorities. They have delegated arrangements for implementation to various NGOs.

General Programmes

Voluntary Repatriation

a) 1992 - 1993 (first quarter) programme implementation

3.5.13 In 1992, UNHCR assisted a total of 61 individual refugees to repatriate voluntarily to their countries of origin. Most of them were Chileans (47) and Iranians (8). Travel arrangements were made and carried out by IOM. The identification of needy repatriants was carried out by the UNHCR Branch Office in Paris in coordination with French NGOs.

3.5.14 During the first quarter of 1993, 23 refugees were repatriated.

b) 1993 programme implementation

3.5.15 The 1993 appropriation has been increased to take into account the expected higher number of repatriants, mainly Haitians and Chileans. Implementing arrangements continue to be made through IOM. An amount of $ 100 is budgeted for any individual returnee, with a ceiling of $ 500 per family. Transport costs also take into account airfare for persons to accompany unaccompanied minors on their journey.

c) 1994 programme proposals

3.5.16 As no change is foreseen in the average number of beneficiaries, the same amount is proposed for 1994. Beneficiaries are expected to return to a number of countries, mainly in Latin America and Africa.

Local Settlement

a) 1992 - 1993 (first quarter) programme implementation

3.5.17 The main activity carried out by UNHCR under the local settlement project, was UNHCR's direct involvement in the determination of refugee status. In compliance with French law, UNHCR participates in the Appeals Commission. UNHCR enlisted the assistance of 23 external advisers to represent the Branch Office at the Commission. UNHCR also provided some secretarial and clerical support to the external advisers. The Appeals Commission issued 36,408 decisions in 1992.

3.5.18 A small amount was allocated for family support and medical emergencies for exceptionally vulnerable refugees or asylum-seekers.

b) 1993 programme implementation

3.5.19 The decrease in the number of cases expected to lodge an appeal in 1993 will be offset by a more thorough examination of each of these cases and by an increase in the number of personal interviews. Possible savings may nevertheless be identified towards the end of the year.

3.5.20 In line with the prioritization exercise in Europe, UNHCR set aside limited funds to enable an NGO to absorb some of the counselling activities hitherto carried out by the Branch Office. Only cases of a precedent-setting nature should be referred to UNHCR. The transfer of activities relating to individual case counselling to the agency is expected to be completed during the second half of 1993. A small amount is also budgeted for assistance to individual cases in emergency situations.

c) 1994 programme proposals

3.5.21 For 1994, an amount of $ 911,100 is proposed to cover UNHCR's continued involvement in the Appeals Commission and to provide limited financial support to assistance and counselling services to be carried out by SSAE and FTDA in favour of asylum-seekers and refugees. SSAE will be in charge of all cases of family reunification. FTDA will be responsible for the reception, orientation and counselling of individual asylum-seekers and refugees in need of protection.

Project Personnel Expenditure (PPE)/Programme Support and Administration (PSA)

a) 1992 - 1993 (first quarter) major developments

3.5.22 A slight over-expenditure in PSA during 1992 was offset by savings on PPE expenditure for the same period. Overall PPE/PSA expenditure was, however, within the budgeted estimates.

b) 1993 - Revised estimates

3.5.23 Two international and four local posts that were due to be discontinued at 31 December 1992 were extended to mid-1993 in order to facilitate the handover of individual case counselling to NGOs, as foreseen as part of the prioritization exercise in Western Europe. Given the importance of public information activities in France, the post of Public Information Officer was reclassified from the P.3 to the P.4 level. The extensions and reclassification of posts resulted in a commensurate increase in salaries in the 1993 revised budget.

c) 1994 - Initial estimates

3.5.24 There is no major change foreseen for the 1994 programme. A decrease in the initial 1994 estimate is due to the discontinuation of the six above-mentioned posts.

UNHCR EXPENDITURE IN FRANCE

(in thousands of United States dollars)

1992	1993		1994	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1992 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
150.4 a/	59.0	100.0	VOLUNTARY REPATRIATION Travel and related costs	100.0
876.3 b/	859.2	805.9	LOCAL SETTLEMENT Legal assistance to asylum seekers and refugees	911.1
932.3	735.2	1,025.0	PROGRAMME SUPPORT AND ADMIN. See Annexes I and II	871.6
1,959.0	1,653.4	1,930.9	Sub-total (1)	1,882.7
SPECIAL PROGRAMMES (2)				
			OTHER TRUST FUNDS	
46.6	20.0	–	PROGRAMME SUPPORT AND ADMIN. Junior Professional Officer	–
46.6	20.0	0.0	Sub-total (2)	0.0
2,005.6	**1,673.4**	**1,930.9**	**GRAND TOTAL (1+2)**	**1,882.7**

a/ of which US$ 1,398 incurred against Overall Allocation

b/ of which US$ 6,054 incurred against Overall Allocation

3.6 GERMANY

Country Overview

Characteristics of the refugee population

3.6.1 During 1992, 438,200 persons applied for asylum in the Federal Republic of Germany, an increase of 71 per cent over the previous year (256,100) and of 127 per cent over the previous two years. This upward trend continued in 1993 with 118,065 applications registered at the end of March 1993 (against 97,000 applications during the first quarter of 1992). The increase is mainly due to a significant influx of persons from Eastern Europe, in particular from Romania (35,000) and the former Yugoslavia (23,120). Thus, East European arrivals continue to form the largest group (accounting for 67 per cent of new arrivals during the period January to March 1993), followed by Africans (13 per cent), Asians (13 per cent) and others (7 per cent).

3.6.2 In December 1992, the number of asylum applications pending decision in the first instance amounted to 477,500, an increase of over 230,000 over the previous year. The number of cases pending with the courts, including the appellate levels, is estimated at 100,000.

3.6.3 Approximately 166,000 persons have formally been granted refugee status in the Federal Republic of Germany. This figure, which has been stable for several years, consists of some 98,000 persons who have been granted asylum in accordance with German municipal law, some 38,000 refugees who were admitted on a quota basis, around 2,000 1951 Convention refugees recognized in other countries and some 28,000 recognized by the former International Refugee Organisation.

3.6.4 In addition to these 166,000 persons, UNHCR estimates there may be a significant number eligible for refugee status under the terms of the 1951 Convention who have not been granted such status owing to the different refugee definitions applicable in municipal law.

3.6.5 According to Government figures, as many as 640,000 so- called de facto refugees were living in Germany at 31 December 1992, i.e., persons who for legal, political and/or humanitarian reasons are permitted to stay, including rejected asylum-seekers. This figure does not include approximately 130,000 family members (spouses and minor children) of recognized refugees. In all, the Government estimates the total refugee population, including the humanitarian categories, at some 1.5 million.

Major developments (1992 and first quarter 1993)

3.6.6 On 1 July 1992, a revised Asylum Procedure Act entered into force, aimed at processing manifestly unfounded applications, including one judicial review, within a period of six weeks to three months. In order to reach this goal, several central reception centres have been established throughout Germany. Asylum-seekers are required to remain in these centres for up to three months.

3.6.7 Despite this law, the ever increasing number of asylum applications continued to reinforce the popular perception that the asylum system is being abused by a significant number of aliens in search of economic opportunities. Heightened feelings of resentment against foreigners and asylum-seekers encouraged waves of occasionally lethal physical violence and arson attacks against them. The general public, however, reacted spontaneously with massive demonstrations of solidarity with foreigners and expression of indignation at xenophobic violence. Against this background, the 1992 Nansen Medal was awarded to Federal President Richard von Weizsäcker for his exemplary public stance in favour of respect for aliens and humane treatment of asylum-seekers.

3.6.8 On 6 December 1992, an agreement was reached between the main government coalition party, CDU/CSU, and the main opposition party, SPD, securing the required two-thirds majority for an amendment to the constitutional right to asylum. This agreement, generally referred to as the asylum compromise, paved the way for far-reaching legal changes, in particular the adoption of the concepts of safe country of origin and safe (first) country of asylum, and was complemented by a number of readmission agreements between Germany and neighbouring States.

3.6.9 The asylum compromise laid the basis for the creation, outside the regular asylum procedure, of a special status for international and civil war refugees. It introduced a number of measures concerning the reception of asylum-seekers, including special regulations for those arriving at airports without valid documents and the provision of social welfare aimed at introducing uniform standards nationwide and at making the application for asylum economically less attractive.

3.6.10 UNHCR discussed the proposed measures and their implications for persons in need of protection with Government officials and was invited to comment on the draft legislation in various parliamentary hearings. UNHCR also intervened in the public debate on the asylum compromise, reiterating the High Commissioner's fear that the changes could adversely affect the discharge of her global responsibility for refugee protection.

3.6.11 The constitutional amendment and related legislation were adopted in May 1993 and entered into force on 1 July 1993.

Programme objectives and priorities

3.6.12 The major durable solution pursued in Germany is local integration of all recognized refugees. UNHCR will continue in 1993 to encourage various assistance measures provided by local authorities and non-governmental organizations (NGOs), notably for refugee women, such as language courses, job placement or limited assistance for local integration. More importantly, UNHCR is supporting an NGO network providing legal counselling to asylum-seekers throughout Germany, which is of particular relevance in view of a difference between the definition of a refugee applicable under municipal law and under the 1951 Convention.

Arrangements for implementation/related inputs

3.6.13 The majority of projects to which UNHCR contributes are implemented by NGOs, mainly "Diakonisches Werk der Evangelischen Kirche in Deutschland", the "Deutscher Caritasverband" and the German Red Cross. Six sub-agreements were concluded in 1992: two for social counselling activities in Cologne and Düsseldorf, and four in the field of legal counselling. In addition, there are numerous agencies throughout Germany that maintain counselling programmes for refugees and asylum-seekers to which UNHCR does not provide financial support.

3.6.14 Part of the legal assistance project has been implemented directly by the Branch Office and the Sub-Office in Zirndorf. Payments have been made for domestic needs/household support and legal representation.

General Programmes

Local Settlement

a) 1992-1993 (first quarter) programme implementation

3.6.15 Care and maintenance of needy refugees and asylum-seekers is provided by the federal, regional and local authorities.

3.6.16 The small allocation (DM 9,500) available under the sector covering domestic needs/household support was intended for ad hoc emergency assistance in individual cases. The low rate of expenditure (15 per cent) is due to the continued caution and restraint with which persons in an apparently destitute situation have been assisted.

3.6.17 Training activities carried out for women in community centres included language courses, preventive health care, self-sufficiency activities and a computer course. These courses met generally with a positive response from the participating women; experience gained is regularly shared with newly established counselling centres for women in all Länder.

3.6.18 The two psycho-social counselling facilities in Cologne and Düsseldorf, which are partly funded by UNHCR, continue to provide specialized assistance to torture victims and other particularly vulnerable groups. While the pioneering work of these two centres has won widespread recognition, their financial situation remains precarious.

3.6.19 The UNHCR Branch Office in Germany has continued to support and partly finance a network of lawyers who, on the basis of contracts with three voluntary agencies, provide legal counselling to refugees and asylum-seekers. The extension of the network on the territory of the former German Democratic Republic (GDR) remained a priority and another five contracts were concluded with lawyers there, bringing the total number of legal counsellors in the network to 53. The identification of further suitable candidates continues and is facilitated through the organization of training seminars.

3.6.20 A legal aid fund, administered by Sub-Office Zirndorf, provides financial support in cases where litigation is required to clarify protection or integration issues. Actual payments out of the fund represented approximately 40 per cent of the budget available for this purpose. Obligations which could not be honoured before the end of the liquidation period because of the long duration (up to several years) of the asylum procedures, represented another 45 per cent of the available budget.

3.6.21 A limited number of legal support staff assisted the UNHCR Sub-Office in Zirndorf to provide legal aid to deserving asylum-seekers and to monitor and analyze the practices of the rapidly growing Federal Office for the Recognition of Foreign Refugees, as well as to identify and address training needs within the nascent NGO counselling structure and amongst individual lawyers in the former GDR. Two consultants were temporarily employed to monitor the social and protection problems encountered by asylum-seekers and to observe security measures in view of heightened xenophobic sentiment.

b) 1993 programme implementation

3.6.22 An upward revision of the 1993 programme budget was necessary to allow for the temporary extension of the two aforementioned consultants. Increased support for two NGOs was required for the handover of individual casework within the framework of the prioritization exercise.

c) 1994 programme proposals

3.6.23 The overall emphasis for 1994 remains similar to the current programme. A slight increase is foreseen to cover growing demands in the legal counselling sector. UNHCR will support at least one legal advice and counselling centre, which will assume individual casework hitherto carried out by UNHCR. This mechanism will also allow the UNHCR Branch Office to concentrate its own resources on topical issues or precedent-setting cases and to increase further its legal training activities.

Special Programmes

3.6.24 On the basis of the agreement reached between UNHCR and the German Government, a new Indemnification Hardship Fund totalling DM 2 million was established at 16 August 1991. The fund was implemented by the Indemnification Unit, created especially for this purpose within the Branch Office. The Indemnification Unit processed applications received from potential beneficiaries and disbursed funds as of October 1992. Having accomplished its task, the Indemnification Unit was discontinued in May 1993.

Project Personnel Expenditure (PPE)/Programme Support and Administration (PSA)

a) 1992 - 1993 (first quarter) major developments

3.6.25 Overall expenditure in 1992 remained within the 1992 budget. Some over-expenditure which resulted from increased travel to Federal Länder (formerly part of the GDR), temporary assistance and communications related to Branch Office Bonn's involvement in the Airdrop Operation out of Frankfurt for the former Yugoslavia, was, however, offset mainly by savings on contractual services. Fewer individual cases were interviewed at the Branch Office resulting in decreased interpretation costs. Following prioritization exercise in Western Europe, individual case counselling is increasingly done by NGOs.

b) 1993 - Revised estimates

3.6.26 Increased rent and removal costs have been foreseen due to the possible relocations of the UNHCR Sub-Office at Zirndorf closer to the Federal Office for the Recognition of Foreign Refugees, which had moved from Zirndorf to Nuremberg during 1992. Changes in the Federal Asylum Law also require increased travel of staff involved in protection matters.

3.6.27 The Indemnification Hardship Fund Project, representing DM 2 million in contributions to victims of persecution by the National Socialist Regime, was completed by mid-1993 and resulted in two local posts being discontinued. Another local post hitherto funded under PSA was also discontinued as of 30 June 1993. One General Service post was upgraded from case-worker to Associate Social Services Officer in response to the need for coordination and monitoring of national agencies and NGOs involved in special services for refugee women and children.

c) 1994 - Initial estimates

3.6.28 Initial estimates for the 1994 budget are similar to the revised 1993 budget requirements after reduction of staff costs relating to the discontinuation of the aforementioned local post.

UNHCR EXPENDITURE IN GERMANY

(in thousands of United States dollars)

1992	1993		1994	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1992 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
700.0	757.5	978.8	LOCAL SETTLEMENT Mainly legal aid to asylum seekers and to facilitate the integration of refugees	1,019.6
1,340.4	1,264.2	1,432.1	PROGRAMME SUPPORT AND ADMIN. See Annexes I and II	1,371.0
2,040.4	2,021.7	2,410.9	Sub-total (1)	2,390.6
SPECIAL PROGRAMMES (2)				
			OTHER TRUST FUNDS	
805.3	6.7	41.8	Indemnification Fund	–
–	–	51.3	HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA	94.5
805.3	6.7	93.1	Sub-total (2)	94.5
2,845.7	**2,028.4**	**2,504.0**	**GRAND TOTAL (1+2)**	**2,485.1**

3.7 GREECE

Country Overview

Characteristics of the refugee population

3.7.1 At 31 December 1992, Greece hosted nearly 8,500 refugees (70 per cent) and asylum-seekers (30 per cent). About 70 per cent of these came from Iraq and the Islamic Republic of Iran, 20 per cent from Africa (mainly Ethiopia and Somalia) and the remainder from Eastern Europe and Asia (Sri Lanka).

3.7.2 The vast majority of the refugees and asylum-seekers are of an urban background and reside in Athens. Approximately 30 per cent of the refugee population is female.

3.7.3 The Greek Government continued to accommodate in its reception centre at Lavrion about 300 asylum-seekers from neighbouring countries, especially ethnic Kurds from Turkey and Iraq. It also continued to provide assistance to ethnic Greeks from Albania and returnees from the former Sovier Union.

Major developments (1992 and first quarter of 1993)

3.7.4 By the end of 1992, the overall refugee population in Greece had diminished somewhat compared to 1991, as there were fewer arrivals (244) than departures (433). The majority of asylum-seekers in 1992 arrived from the Middle East (135) and Europe (70), while the rest arrived from Africa (30) and Asia (9).

3.7.5 During the first four months of 1993, an average of 45 cases (70 persons) per month applied for asylum. Most of the applicants are ethnic Kurds from Iraq and Turkey, as well as a small number of Iranians. If no major changes occur, it can be expected that the rate of influx of asylum-seekers will remain relatively unchanged throughout 1993 and 1994.

3.7.6 On 16 December 1991, Greece ratified the Dublin Convention which sets out criteria to determine the State responsible for examining asylum applications. Although no refugees have been returned as yet to Greece from other asylum countries under this Convention, the first such returns can be expected during 1993.

3.7.7 The year 1992 was essentially marked by a noticeable effort by the authorities to comply with international obligations towards asylum-seekers and refugees. The new immigration law (No. 1975/1991) on "Entry, sojourn, work, deportation of aliens, procedure for the recognition of foreign refugees and other provisions...", passed by the Greek Parliament in December 1991, has served to regularize the legal status of refugees.

3.7.8 In March 1993 a presidential decree was issued on implementation of the procedure for determination of refugee status. An interministerial decree regarding the social rights of the refugees, in particular their right to employment and the introduction of measures to facilitate their integration into the labour market, is expected soon.

Programme objectives and priorities

3.7.9 The Branch Office will continue to contact the embassies of the major refugee-receiving countries and to coordinate resettlement activities between the various non-governmental organizations (NGOs) until refugees depart under the auspices of the International Organisation for Migration (IOM).

3.7.10 While Greece has traditionally been considered as a country of transit by most refugees, less emphasis was laid on resettlement in the last few months of 1992 and during the first quarter of 1993 in order to avoid attracting more asylum-seekers.

3.7.11 Efforts to promote local integration and income-generating activities continued to be hampered by the fact that most of the refugees were unable to obtain work permits due to the partial reservation maintained by Greece to article 17 of the 1951 Convention relating to the Status of Refugees. Nevertheless, given the relaxation of the country's policies regarding employment for refugees in the last few months, a number of refugees managed to secure jobs and/or engage in income-generating activities.

3.7.12 Consequently, the UNHCR Branch Office in Greece will be laying greater emphasis on, and giving priority to, local integration projects and/or voluntary repatriation for the remainder of 1993 and throughout 1994.

Arrangements for implementation/related inputs

3.7.13 The Greek Council for Refugees (GCR) and the Social Work Foundation (SWF) continue to be UNHCR's major implementing partners. UNHCR also provides partial support for the counselling services delivered by International Social Service (ISS) personnel at the Lavrion reception centre.

General Programmes

Care and Maintenance

a) 1992 - 1993 (first quarter) programme implementation

3.7.14 During 1992 and the first quarter of 1993, an average of 2,150 refugees received modest monthly allowances for their basic subsistence needs, while about 4,500 persons benefited from counselling regarding self-employment, housing, health and education services. In spite of existing legal and financial constraints, UNHCR continued to encourage refugee self-reliance, though on a limited scale, by providing small grants to enable refugees without resettlement prospects to start small businesses. Furthermore, in order to overcome language barriers which limit access to work and integration, provisions were made to cover the costs of tuition, educational supplies and vocational training for about 750 refugees. Travel expenses and temporary subsidies were provided to about 50 refugees who had identified employment opportunities outside Athens.

b) **1993 programme implementation**

3.7.15 The 1993 appropriation, which now incorporates assistance towards local settlement previously included under a separate appropriation, has been slightly adjusted to take into account an increase in operational costs due to higher local charges for basic services, coupled with an increase in the amount of individual subsistence allowances for needy refugees.

c) **1994 programme proposals**

3.7.16 Given current resettlement and repatriation constraints, the 1994 submission includes provisions for the continuation and strengthening of both assistance and income-generating activities. The proposed allocation for 1994 is based on the assumption that the caseload will remain stable.

Resettlement

a) **1992 programme implementation**

3.7.17 A total of 399 refugees recognized under UNHCR's mandate were resettled in third countries during 1992.

b) **1993 - Revised estimates**

3.7.18 During the first quarter of 1993, a total of 88 refugees were resettled under UNHCR auspices; the estimated number of refugees to be resettled in 1993 will be similar to 1992, i.e. 400.

c) **1994 - Initial estimates**

3.7.19 Except for particularly vulnerable cases, UNHCR plans to scale down its resettlement activities in Greece, in line with its priorities in Western Europe. Resettlement needs for 1994 are therefore estimated at approximately 100 places for refugees.

Project Personnel Expenditure (PPE)/Programme Support and Administration (PSA)

a) 1992 - 1993 (first quarter) major developments

3.7.20 Although savings were made in operating expenditure mainly owing to exchange-rate gains, staff costs were higher than planned chiefly due to costs related to the change of Representative. The over-expenditure was covered through a transfer between appropriations.

b) 1993 - Revised estimates

3.7.21 A post for an electronic data processing clerk was created due to the need for individual case monitoring and follow-up at the Branch Office. The revised budget takes into account a shift of the line of the Representative from PPE to PSA, and an increase in local travel costs for staff involved in protection matters.

c) 1994 - Initial estimates

3.7.22 The 1994 initial estimates are based on the assumption that less travel will be needed in 1993 because of the handover of some activities to an NGO and that requirements for office furniture will be minimal. An increase in local-staff salaries and related costs, as well as in general operating expenses, are budgeted due to the rising cost of living.

UNHCR EXPENDITURE IN GREECE

(in thousands of United States dollars)

1992	1993		1994	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1992 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES				
1,602.0 a/	1,467.7	1,503.0	CARE AND MAINTENANCE Temporary assistance to new arrivals pending identification of a durable solution	1,518.1
6.8 b/	–	–	VOLUNTARY REPATRIATION	–
62.7	62.7	–	LOCAL SETTLEMENT	–
32.3 b/	–	–	RESETTLEMENT	–
107.5	30.0	238.8	PROGRAMME SUPPORT AND ADMIN. See Annexes I and II	220.6
1,811.3	**1,560.4**	**1,741.8**	**GRAND TOTAL**	**1,738.7**

a/ of which US$ 1,875 incurred against Overall Allocation

b/ obligation incurred against Overall Allocation

3.8 HUNGARY

Country Overview

Characteristics of the refugee population

3.8.1 As a result of the conflict in former Yugoslavia, Hungary is providing safe haven to thousands of asylum-seekers who continued to arrive throughout 1992 since mid-1991. While no visa requirements have been introduced for persons from the former Yugoslavia, persons who wish to reach third countries need visas for countries of transit or their final destination in order to enter Hungary.

3.8.2 It is estimated that some 30,000 individuals from the former Yugoslavia were in Hungary at 31 December 1992. Most were granted temporary asylum without going through the formal refugee status determination procedure. Those citizens of the former Yugoslavia who specifically apply for 1951 Convention refugee status are afforded access to the formal refugee status determination procedure. In 1992, 4,364 persons applied, while in 1991 the number had stood at around 500. While in the first quarter of 1993 some 4,000 persons were housed in Government reception centres, a further 4,000 were living with host families. Most live dispersed in areas administered by some 200 local municipalities in the southern districts of Baranya, Somogy and Tolna. It is estimated that an additional 22,000 have entered the country but have not registered with the authorities.

3.8.3 The Government has also agreed to accept and meet the needs of up to 500 ex-detainees, on a rotational basis, who are in transit to third countries. At the end of 1992 a total of 186 persons had transited on the way to their countries of temporary asylum.

3.8.4 New arrivals (predominantly from Bosnia and Herzegovina) have been offset by largely spontaneous returns to Croatia. Approximately 80 per cent of those presently registered are women, children and the elderly. The composition is roughly 50 per cent Bosnian, 35 per cent ethnic Hungarian, ten per cent Croat and five per cent others.

3.8.5 In 1992 the number of other European asylum-seekers continued to decrease (1,175 applications compared to 4,707 in 1991). The majority, some 72 per cent, are from Romania. Of those, some 77 per cent are of ethnic Hungarian origin. At the end of 1992 the total number of 1951 Convention refugees in Hungary stood at approximately 2,900. A total of 244 refugees successfully completed naturalization procedures in 1992.

3.8.6 During the first quarter of 1993, some 1,008 asylum applications were registered with the competent Hungarian authorities (of which 814 were submitted by asylum-seekers from former Yugoslavia). During the same period

75 asylum-seekers were granted 1951 Convention refugee status. Those ex-Yugoslav asylum-seekers who are denied Convention refugee status are nevertheless allowed to remain in Hungary and are granted temporary protection. Applications for refugee status can be lodged with five refugee eligibility offices, three of which are attached to reception centres.

3.8.7 Asylum-seekers are entitled to shelter and other services in reception centres. Once recognized as refugees, individuals are granted long-term residence and work permits and, if appropriate, can apply for and eventually obtain Hungarian citizenship. During the reporting period, Hungary continued to apply a generous asylum policy to the majority of European asylum-seekers who are not recognized as Convention refugees but are allowed to remain and enjoy a form of de facto status.

3.8.8 While Hungary maintains a geographical reservation under the 1951 Convention, the Government has reiterated its commitment to lift the reservation by the end of 1993. Domestic refugee legislation is being drafted and is expected to be adopted by the end of 1993.

3.8.9 The status of non-European asylum-seekers is determined exclusively by UNHCR's Branch Office, which interviews all individual cases who request refugee status. A total of 401 non-European asylum-seekers approached Branch Office Budapest in 1992. Hungary continues to serve as a transit country and the majority of the non-Europeans lodge claims only after one or more unsuccessful attempts to reach a neighbouring country.

3.8.10 A total of 17 persons were recognized under UNHCR's mandate in 1992. At the end of June 1993, a total of 44 persons from Afghanistan, China, Ethiopia, the Islamic Republic of Iran, Iraq, Mauritania, Morocco, Somalia and Sri Lanka had been recognized as refugees under UNHCR's mandate. Although some are employed temporarily, most non-European refugees receive UNHCR financial assistance through the Hungarian Red Cross. In practice, non-European refugees have no integration opportunities in Hungary. Given the geographical reservation to the 1951 Convention and until it is lifed, the Branch Office has an understanding with the authorities whereby mandate refugees are allowed to work, pending their resettlement to third countries.

3.8.11 Apart from Convention or mandate refugees, it is estimated that an additional 30,000 de facto refugees (excluding the Yugoslav displaced persons who have generally only requested temporary asylum) reside in Hungary. They are mainly ethnic Hungarians from Romania who entered in several waves between 1987 and 1989.

Major developments (1992 and first quarter of 1993)

3.8.12 While in 1992 the overall number of arrivals of asylum-seekers from Romania decreased steadily, Hungary continued to provide temporary protection to persons fleeing the former Yugoslavia. At its peak, the total influx from the former Yugoslavia amounted to some 40,000 to 50,000 persons, of whom 50 per cent registered with the authorities. By April 1993, there were seven temporary camps/centres accommodating some 4,000 persons. An additional 4,000 individuals were registered with the authorities and privately housed with host families.

3.8.13 The ethnic composition of new arrivals shifted from predominantly Croats to Bosnian Muslims. This led to fewer accomodations with host families and greater reliance on accommodation in collective centres. This, in turn, required the Hungarian authorities to cater for the particular cultural habits and traditions of the individuals concerned (diet, places of worship, etc.). The authorities have also noted an increased number of arrivals of ethnic Hungarians from Vojvodina, Serbia. These persons have in general not registered with the authorities.

3.8.14 After the cease-fire and international recognition of Croatia in January 1992, a large number of people returned to Croatia. For many individuals, the prospect of returning home was frustrated by the fact that they came from areas no longer under Croatian control (mainly in Eastern Slavonia). It is estimated that some 2,000 to 3,000 individuals from Eastern Slavonia are considering local settlement in Hungary.

3.8.15 In order to improve monitoring of the refugee situation in southern Hungary, UNHCR established a Field Office in Pecs in June 1992. Its main task is to liaise with local authorities on issues of registration and assistance. The High Commissioner paid a visit to Hungary in March 1992.

Programme objectives and priorities

3.8.16 Hungary's geographical location in Europe makes it likely that it will continue to receive asylum-seekers/refugees who will be in need of protection and assistance.

3.8.17 It is therefore foreseen that the programme activities carried out in 1992 and 1993 will continue in 1994. The focus will remain on refugees from the former Yugoslavia and efforts to integrate recognized refugees. As Hungary is a newly established democracy in transition towards a market economy, it is expected that the authorities will face difficulties in addressing the situation solely with national resources and will rely on the international community to share the burden of providing protection and assistance.

3.8.18 It is expected that Hungary will lift its geographical reservation to the 1951 Convention. This would allow UNHCR to reallocate financial assistance, at present provided to the Hungarian Red Cross for the care and maintenance of non-European refugees awaiting resettlement, towards local integration.

Arrangements for implementation/related inputs

3.8.19 The Bureau for Refugee and Migration Affairs of the Ministry of Interior is the Government agency responsible for assistance to European refugees in Hungary.

3.8.20 Where the refugee status of non-European applicants is confirmed, UNHCR provides temporary assistance through non-governmental organizations (NGOs). The Hungarian Red Cross and the Hungarian Inter-Church Aid provide supplementary assistance to both European and non-European asylum-seekers and refugees through projects supported from UNHCR resources, as well as from their own refugee programmes.

General Programmes

Care and Maintenance

a) 1992 - 1993 (first quarter) programme implementation

3.8.21 Non-European asylum-seekers continued to contact the Branch Office throughout 1992 and the first quarter of 1993. A project to assist recognized refugees pending resettlement provides for food, transport, domestic needs, accommodation, medical costs, teachers' fees and other educational materials, and was implemented through the Hungarian Red Cross. Additionally, Hungarian Inter-Church Aid commenced a counselling project for asylum-seekers. Funds were made available from the Overall Allocation for care and maintenance in 1992.

b) 1993 programme implementation

3.8.22 The same programme of assistance will continue in 1993 with the Hungarian Red Cross and Hungarian Inter-Church Aid as the implementing partners. The Branch Office will also implement training activities in view of the lifting of the geographical reservation.

c) 1994 programme proposals

3.8.23 Owing to the anticipated lifting of the geographical reservation, it is expected that the care and maintenance programme will cease and the activities will shift towards local settlement.

Voluntary Repatriation

3.8.24 Of the 28,000 Croats registered at the end of 1991, most repatriated in the first half of 1992. While the returns to Croatia or departures to third countries were largely spontaneous, there is a substantial number of individuals for whom return in safety to their places of origin is not feasible at present.

3.8.25 In cooperation with IOM, UNHCR Budapest was also involved in the repatriation of one Chilean family in 1992 and one in the first quarter of 1993. Funds are being made available from the Overall Allocation for voluntary repatriation.

Local Settlement

a) 1992 - 1993 (first quarter) programme implementation

3.8.26 Activities under this project are designed to assist the Hungarian Government in the reception and registration of European asylum-seekers and refugees for permanent resettlement in Hungary. Assistance includes the provision of health services, accommodation, education and cultural/recreational activities, as well as language instruction to facilitate integration.

b) 1993 programme implementation

3.8.27 The requirements for 1993 have been reduced in view of the declining number of European asylum-seekers entering the country. This project does not include refugees from the former Yugoslavia who are assisted under Special Programme.

c) 1994 programme proposals

3.8.28 The proposed allocation for 1994 cover the activities of the Hungarian Red Cross, Hungarian Inter-Church Aid, the Branch Office (for training and information activities), as well as the activities of the Bureau for Refugee and Migration Affairs. It is expected that all efforts will be directed towards local settlement and integration in view of the anticipated lifting of the geographical reservation.

Special Programmes

Assistance to refugees from the former Yugoslavia

a) 1992 - 1993 (first quarter) programme implementation

3.8.29 In response to the influx of refugees from the former Yugoslavia, an assistance programme of some $ 9 million was implemented in 1992. This project provided for supplementary assistance for 15,000 to 20,000 refugees in 1992. Beneficiary estimates were reduced to 7,000 in the first quarter of 1993.

3.8.30 Funding covers the provision of food through a system of redeemable coupons, domestic needs including payments to private families accommodating the refugees, health and nutrition, education and agency support to strengthen the capacity of the Bureau for Refugee and Migration Affairs' Office for Refugees to assist new arrivals. In view of the increased need for permanent refugee reception centres, UNHCR contributed to the renovation of unused army barracks in Debrecen some 200 km east of Budapest.

b) **1993 programme implementation**

3.8.31 For 1993 approximately $ 4.9 million have been included within the United Nations Revised Consolidated Inter-Agency Appeal for the former Yugoslavia. The project, which is designed to provide supplementary assistance to some 7,000 beneficiaries, focuses on food, domestic items, health and the provision of community services to the elderly.

c) **1994 programme proposals**

3.8.32 Until the repatriation of those who have sought temporary refuge in Hungary, a provision will have to be made to enable the authorities to provide adequate assistance.

Project Personnel Expenditure (PPE)/Programme Support and Administration (PSA)

a) **1992 - 1993 (first quarter) major developments**

3.8.33 The situation in the former Yugoslavia has had a significant impact on the UNHCR programme in Hungary. A Field Office was established in Pecs, and one international and two local posts were created and funded from the Special Programme for the former Yugoslavia. Savings in PPE under the Special Programme offset the 1992 PSA over-expenditure. A Legal Officer post was created early in 1993 to assist the Branch Office in the status determination of non-European asylum-seeekers. Rent-free premises are provided by the Government.

b) **1993 - Revised estimates**

3.8.34 Needs in 1993 have increased, mainly due to activities within the framework of the Special Programme for the former Yugoslavia which requires protection and assistance activities for refugees from former Yugoslavia housed either privately or in centres. As a result of activities aimed at the promotion of asylum and refugee law, major expenditure is expected under contractual services for the translation of legal texts and interpretation costs. A sharp rise in utility costs has also been budgeted.

c) **1994 - Initial estimates**

3.8.35 Initial estimates take into account similar needs and activities as in 1993. Five of the 14 approved posts, and related costs, will continue to be funded under the Special Operation for former Yugoslavia.

UNHCR EXPENDITURE IN HUNGARY

(in thousands of United States dollars)

1992	1993		1994	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1992 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
51.4 a/	35.8	95.0	CARE AND MAINTENANCE	–
5.0 b/	–	–	VOLUNTARY REPATRIATION	–
412.2 c/	200.0	194.0	LOCAL SETTLEMENT Assistance towards local integration of refugees and legal assistance to asylum seekers	250.0
33.5 b/	–	–	RESETTLEMENT	–
210.2	141.3	212.5	PROGRAMME SUPPORT AND ADMIN. See Annexes I and II	216.2
712.3	377.1	501.5	Sub–total (1)	466.2
SPECIAL PROGRAMMES (2)				
9,149.7	–	4,939.2	HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA	242.1 d/
			OTHER TRUST FUNDS	
83.9	15.0	235.9	PROGRAMME SUPPORT AND ADMIN. Junior Professional Officer	235.9
9,233.6	15.0	5,175.1	Sub–total (2)	478.0
9,945.9	**392.1**	**5,676.6**	**GRAND TOTAL (1+2)**	**944.2**

a/ of which US$ 45,944 incurred against Overall Allocation

b/ obligation incurred against Overall Allocation

c/ of which US$ 1,485 incurred against Overall Allocation

d/ operational requirements not yet determined

3.9 ITALY

Country Overview

Characteristics of the refugee population

3.9.1 At 31 December 1992, the refugee population in Italy stood at approximately 12,400 persons. Nearly 5,300 are of Eastern European origin, 3,200 from Asia, 1,700 from Africa, 1,700 from the Middle East, 300 from Latin America and 200 stateless persons. In addition, about 2,500 applications for asylum were received during 1992. The largest groups of asylum-seekers came from Romania (930 persons), followed by Somalia (362), Ethiopia (360), Bulgaria (297) and Albania (169). During the first quarter of 1993, 469 asylum-seekers were registered by the Italian Ministry of Interior.

3.9.2 Young males constitute the largest group within the refugee population, followed by young couples and families with children. With the exception of the Albanians, the majority of the refugees are of an urban background and have professional degrees or university studies.

3.9.3 The group of Somalis is principally composed of single mothers and children and can be considered the most vulnerable group.

Major developments (1992 and first quarter of 1993)

3.9.4 Following the withdrawal of the geographical limitation to the 1951 Convention in 1990, close to 1,500 non-European mandate refugees have been able to convert their status and benefit from formal recognition of refugee status under the 1951 Convention. Both 1991 and 1992 have been years of transition, with significant changes in Italian legislation regarding refugees and asylum-seekers.

3.9.5 A five-member Central Commission, with UNHCR participating in a consultative role, replaced the former Joint Eligibility Commission. The new procedure includes the possibility of appealing negative eligibility decisions and expulsion orders to the Regional Administrative Tribunal. The Dublin Convention was ratified by Parliament in 1992.

3.9.6 In order to deal more efficiently with an increasing number of asylum applications in 1992 and with manifestly unfounded claims, a draft law was submitted to the Council of Ministers which aimed at establishing an accelerated procedure for dealing with asylum applications at border points and airports. The law is expected to enter into effect during 1993.

3.9.7 Temporary asylum to persons from former Yugoslavia continued to be provided in 1992 and 1993, according to the guidelines established in 1991; i.e., border police officers issue renewable two-month residence permits, which do not confer the right to work, even if the asylum-seekers have no valid identity or travel documents or the required financial means. Furthermore, a law enacted in January 1992 allowed immigration authorities to issue residence and work permits valid for up to one year to persons from former Yugoslavia of ethnic Italian origin.

3.9.8 The law "Provisions on the Right to University Studies," approved by Parliament on 2 December 1991, grants students recognized as refugees the same treatment as that accorded to Italian nationals.

3.9.9 An inter-ministerial draft decree prepared by the Government providing humanitarian status for Somali victims of civil war was enacted during 1992.

Programme objectives and priorities

3.9.10 UNHCR's presence in Italy aims to ensure adequate protection of asylum-seekers and refugees. UNHCR is present, as an observer, in the Central Eligibility Commission; gives advice on individual cases; and provides training and country-of-origin information to Government officials involved in refugee status determination and dealing with asylum-seekers. Linked to its public information activities, in 1992 UNHCR commenced private-sector fund raising activities which are being expanded in 1993. On an ongoing basis, UNHCR supports and supplements official and private efforts to facilitate the integration of newly arrived refugees.

3.9.11 Resettlement activities, formerly the main task of UNHCR in Italy, have been scaled down progressively since Italy's withdrawal of the geographical reservation in 1989. With few exceptions, only refugees transferred from other countries for processing in Italy continue to be resettled through UNHCR.

3.9.12 In 1993, UNHCR is expanding its private-sector fund raising efforts. Individual casework is progressively being handed over to the Italian Refugee Council (CIR), which groups together the major non-governmental organizations (NGOs) active in refugee counselling and assistance. In line with the prioritization exercise in Western Europe, individual casework will be completely absorbed by NGOs in 1994, which will enable the Legal Officer to concentrate fully on training activities and the provision of legal advice to the Eligibility Commission.

Arrangements for implementation/related inputs

3.9.13 The major part of UNHCR's programme is implemented by the CIR, an umbrella organization supported by the most important non-governmental, religious and humanitarian organizations as well as by trade unions.

3.9.14 The Branch Office in Rome also implements a local settlement project jointly with the Ministry of the Interior.

3.9.15 The "Migrantes" Foundation provides counselling services mainly to those refugees who belong to the resettlement caseload.

General Programmes

Care and Maintenance

a) 1992 - 1993 (first quarter) programme implementation

3.9.16 As a result of Italy's withdrawal of the geographical limitation, all refugees, including those of non-European origin, are now eligible for State aid. Consequently, UNHCR initiated in 1991 a gradual phasing out of its assistance and the 1992 programme was reduced by about 20 per cent. During the first quarter of 1993, further savings were identified.

3.9.17 During 1992, some 1,000 refugees with no source of income were provided subsistence allowances which allowed them to have a standard of living similar to that of Italian nationals in the lowest income group. The beneficiaries included a number of refugees who were awaiting resettlement.

b) 1993 programme implementation

3.9.18 It is expected that for the remainder of 1993, UNHCR's contribution to the needs of newly-arrived refugees or those still in need of support will represent about 25 per cent of the total funding required, while the Government will assume the remaining 75 per cent. Given present trends, it is foreseen that the number of beneficiaries will be reduced to about 650 by the end of 1993, including 150 refugees transferred to Italy for resettlement processing.

3.9.19 The programme provides temporary subsistence allowances to those refugees transferred to Italy for resettlement, particularly funds for board and lodging. Transit cases also receive medical treatment as they are not eligible to receive care under the Italian national health-care system. Legal and social counselling services are also provided by trained social workers hired for this purpose by the Branch Office.

c) 1994 programme proposals

3.9.20 The 1994 proposed programme will be reduced even further as expenditure under the community services sector will be transferred to the local settlement appropriation and the number of refugees in need of resettlement, which decreased gradually during the last two years, will in all likelihood diminish further. Nevertheless, funding is being requested to continue providing food and lodging to those refugees transferred to Italy from other countries for resettlement, as well as legal and social counselling services.

Local Settlement

a) 1992 - 1993 (first quarter) programme implementation

3.9.21 During 1992, financial support has been provided to some 1,000 refugees towards their local integration. Subsistence and housing allowances were provided to a group of elderly refugees, until the corresponding State pensions are approved. Temporary assistance was provided to particularly vulnerable groups, including elderly and handicapped refugees unable to earn a regular living. Unaccompanied minors as well as new-born babies in families facing social difficulties were granted assistance. In addition, assistance was provided exceptionally for cases facing particular hardship or emergency situations.

3.9.22 A group of about 30 refugee families received a one-time integration grant, which enabled them to initiate small business activities and to settle locally. The same activities were implemented during the first quarter of 1993.

b) 1993 programme implementation

3.9.23 For the rest of 1993, the programme foresees similar activities to support an estimated 1,000 refugees. These activities are being transferred to an NGO as part of the prioritization and redeployment exercise in Western and Southern Europe.

c) 1994 programme proposals

3.9.24 As no change is foreseen in the average number of asylum-seekers and recognized refugees in need of support, the 1994 proposal includes the same activities for the same number of beneficiaries as in 1993.

Project Personnel Expenditure (PPE)/Programme Support and Administration (PSA)

a) 1992 - 1993 (first quarter) major developments

3.9.25 Expenditure in salaries and staff costs were higher than expected, mainly owing to the extension of posts beyond mid-1992, due to a delay in the prioritization schedule. The over-expenditure was covered through a transfer between appropriations.

3.9.26 A Sub-Office was opened in Ancona to provide operational support for the Special Operation in the former Yugoslavia. Rent-free office premises for the Branch Office in Rome are provided by the Government.

b) 1993 - Revised estimates

3.9.27 One local post was discontinued by mid-year, as planned, within the framework of the prioritization exercise. New activities such as private-sector fund raising, will result in higher than expected expenditure under temporary assistance, as the Branch Office needs temporary clerical support for this purpose. The results of this activity will be reviewed and long-term needs will be established at a later date. Other increases are for the repair of office premises due to damage caused by a refugee demonstration, higher utility and communication costs and more frequent in-country travel.

c) 1994 - Initial estimates

3.9.28 Initial estimates foresee the discontinuation of one international post by mid-1994, as resettlement activities are expected to be assumed by an NGO.

UNHCR EXPENDITURE IN ITALY

(in thousands of United States dollars)

1992	1993		1994	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1992 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
			GENERAL PROGRAMMES (1)	
1,283.0 a/	920.3	753.0	CARE AND MAINTENANCE Temporary assistance to refugees pending identification of durable solutions (including refugees in transit from other countries of first asylum)	367.0
392.5 b/	604.2	526.6	LOCAL SETTLEMENT Local integration through vocational training and grants for small businesses. Assistance to elderly refugees and vulnerable groups	799.0
3.5	–	–	RESETTLEMENT	–
1,481.4	1,213.2	1,102.4	PROGRAMME SUPPORT AND ADMIN. See Annexes I and II	1,045.8
3,160.4	2,737.7	2,382.0	Sub–total (1)	2,211.8
			SPECIAL PROGRAMMES (2)	
–	–	115.0	HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA	–
			OTHER TRUST FUNDS	
53.6	25.0	3.2	PROGRAMME SUPPORT AND ADMIN. Junior Professional Officer	3.2
53.6	25.0	118.2	Sub–total (2)	3.2
3,214.0	**2,762.7**	**2,500.2**	**GRAND TOTAL (1+2)**	**2,215.0**

a/ of which US$ 11,620 incurred against Overall Allocation

b/ of which US$ 4,508 incurred against Overall Allocation

3.10 RUSSIAN FEDERATION

Country Overview

Characteristics of the refugee population

3.10.1 At 31 December 1992, the number of asylum-seekers and refugees had increased significantly compared to the estimated total in 1991. In the absence of an organized system for the registration of asylum-seekers, the Federal Migration Service (FMS) of the Russian Federation reported that there are some 120,000 foreigners from countries other than the Newly Independent States (NIS) who are seeking asylum in Russia (non-NIS asylum-seekers). By end-April 1993, UNHCR had registered 17,123 non-NIS asylum-seekers: some 8,800 Afghans, 6,000 Iraqis, 2,000 Somalis and Ethiopians, together with smaller numbers of Angolans, Chileans, Haitians, Iranians, South Africans and Sudanese. Some have been officially recognized as refugees by the Russian Government while a few are considered as refugees under the mandate of UNHCR. These non-NIS asylum-seekers are living in the Moscow area in very difficult conditions without adequate lodging, food and medical care.

3.10.2 Voluntary repatriation has been limited. A total of 13 South African and 100 Chilean refugees returned home with UNHCR assistance in 1992 and in the first quarter of 1993.

3.10.3 As mechanisms for status determination do not yet exist and the opportunities for local integration are limited, many asylum-seekers in Russia have moved or have attempted to move to neighbouring countries. A number has also arrived in Moscow with the intention of transiting to the West.

3.10.4 The Russian Federation has also received refugees from other republics of the former Soviet Union (NIS refugees). Their reasons for leaving include armed strife or conflict in their home areas, harrassment by the local population, and restrictions on work and civil rights under newly adopted citizenship laws. The majority of these NIS refugees in Russia are reportedly of Russian origin. The Russian Government considers them as "forcibly displaced persons" and provides limited assistance to facilitate their integration into Russian society. The number of these NIS refugees (both Russians and non-Russians) and Russians displaced because of the situation in the southern part of the Russian Federation is estimated by Government at 1.5 million.

Major developments (1992 and first quarter 1993)

3.10.5 In March 1993 Russia adopted legislation on refugees and forcibly displaced persons, and acceded to the 1951 Convention and 1967 Protocol on 2 May 1993. Mechanisms for implementation of these international instruments and national legislation are being established slowly. Consequently, rights of refugees are not yet fully guaranteed through relevant administrative procedures. In 1992, despite acute under-staffing, UNHCR progressively increased its protection and assistance activities. The Office was formally accredited in October 1992. In the last quarter of 1992, UNHCR initiated a small care and maintenance programme for non-NIS refugees. In early 1993 this project was substantially expanded to meet the growing needs of an increasing number of asylum-seekers.

Programme objectives and priorities

3.10.6 Protection of individual asylum-seekers has been a main objective of the UNHCR office in Moscow which recognized some asylum-seekers as refugees under its mandate. At the same time, UNHCR made a substantial effort to promote accession to international instruments and the adoption of national legislation. One UNHCR priority is now to assist the Government with the establishment of mechanisms to implement the new legislation. The network of implementing partners (governmental and non-governmental) requires widening and strengthening. This is a prerequisite to improve implementation of assistance activities.

3.10.7 Initially, programme objectives for 1993 were to provide shelter, food, domestic items, medical care and education to the most vulnerable non-NIS asylum-seekers and refugees who have been living in the Moscow area in extremely difficult conditions due to the scarcity of affordable accommodation. Priority has been given to families with children, single mothers and the handicapped. Unfortunately, despite the efforts of UNHCR and implementing partners, not all vulnerable cases have received appropriate care because of the lack of infrastructure.

3.10.8 The following activities are planned for the second half of 1993 with the overall objective of drawing up a comprehensive assistance programme for non-NIS refugees:

- A study of population movements and an assessment of groups of concern to UNHCR;

- Fact-finding missions to border areas adjacent to conflict zones to identify the number, location and needs of persons of concern to UNHCR;

- Continued care and maintenance assistance to the most vulnerable non-NIS asylum-seekers and refugees. To establish a social counselling service;

- To promote longer-term development assistance through a multi-agency approach (e.g. the United Nations Development Programmme (UNDP), World Bank, International Bank for Reconstruction and Development (IBRD), European Community).

- To impement a mass information campaign in 1993 and 1994 to address unwarranted irregular population movements;
- In close cooperation with non-governmental organizations (NGOs) and migration and development agencies, to study the possibility of contributing to Russia's efforts to provide assistance to NIS refugees (Armenians, Azeris, Ossetians, Tajiks, etc.) displaced by the conflicts/tensions in the Transcaucuses region and in the Central Asian republics.

Arrangements for implementation/related inputs

3.10.9 As existing governmental structures are unable to respond to the material needs of the asylum-seekers and refugees in the sectors of shelter, food, medical care and education, UNHCR has been obliged to implement directly some assistance activities. Two international NGOs ("Equilibre" and Caritas/ICMC) and one Russian NGO "Lorien" have provided valuable assistance in implementing the UNHCR programme and have become fully responsible for food, lodging, legal counselling and medical care to asylum-seekers and refugees.

General Programmes

Care and Maintenance

a) 1992-1993 (first quarter) programme implementation

3.10.10 A care and maintenance project was initiated in November 1992 for a period of two months. Food, lodging and basic medical care were provided to 1,500 refugees, most of them recognized under UNHCR's mandate.

3.10.11 In February 1993, this project was extended for a period of four months pending a more in-depth programme review based on revised needs for a caseload now comprising some 3,200 beneficiaries. Some 800 asylum-seekers received one hot meal a day in canteens run by "Equilibre" in Moscow. Some 500 other asylum-seekers were accommodated in vacation centres or hostels where food was made available. The majority of these beneficiaries were families with children, single mothers or handicapped asylum-seekers.

3.10.12 Basic medical care was provided in the centres by Lorien, a newly founded Russian NGO which referred more serious medical cases to a network of local hospitals.

b) 1993 programme implementation

3.10.13 The initial 1993 care and maintenance allocation, which was used to provide initial basic assistance to 6,800 refugees, was subsequently increased to cover the provision of assistance until the end of 1993.

3.10.14 Some 800 asylum-seekers and refugees will continue to receive one hot meal per day at canteens in Moscow; an average of 1,300 persons per month will receive a daily allowance of $ 2 which will cover their accommodation and food needs, as well as domestic requirements, while an average of 2,300 persons will be accommodated in centres or hostels where food will be available. Children, pregnant women and lactating mothers will receive milk on a daily basis. Soap will also the purchased. Basic repairs or improvements will be carried out in accommodation centres to ensure proper water and sanitation systems.

3.10.15 Through an increase in services (laboratory tests, mother and child care), medical care will be extended to more beneficiaries, especially women and children.

3.10.16 Russian-language and primary education will be provided to some 1,100 children. Classroom supplies, textbooks and salaries of Russian teachers will be paid. Adults will also be taught basic Russian, while some 200 other asylum-seekers and refugees who have completed secondary or higher education will have the opportunity to attend technical or specialized courses which may eventually facilitate their local integration.

3.10.17 Research will be carried out by a consultant who will look into the possibility of launching income-generating activities for non-NIS asylum-seekers and refugees to enable them to become self supporting and facilitate their local integration.

3.10.18 A review of the community services and social welfare needs will be carried out by a mission from UNHCR Headquarters, which will assist in staff selection and training. The establishment of a social service system is planned so as to respond to the ever-increasing number asylum-seekers and refugees.

3.10.19 One NGO will provide social counselling for asylum-seekers and refugees while another will assist them in legal matters, in close cooperation with the UNHCR Regional Office in Moscow. The Federal Migration Service and implementing partners will be provided with some communication and office equipment to enable them to perform their work more efficiently.

c) 1994 programme proposals

3.10.20 The proposed allocation for 1994 is higher than the revised 1993 budget as it is expected that the number of beneficiaries will increase during the course of the year, and that needs will become even more pressing during the 1993-1994 winter period.

3.10.21 The main sectors (transport, food, health and education), support for legal assistance and to implementing partners will be similar to the 1993 allocation. More emphasis will be laid on social counselling and income-generating activities as local integration is the most likely durable solution for most beneficiaries. The initial estimate may have to be revised as implementation proceeds.

3.10.22 The sectoral breakdown for care and maintenance for the revised 1993 and the proposed 1994 allocations in (US dollars) is as follows:

Sector	Revised 1993	Initial 1994
Food	148,000	150,000
Transport	24,650	30,000
Domestic needs	560,100	700,000
Health	81,000	100,000
Shelter	1,535,500	1,900,000
Community services	11,000	50,000
Education	35,800	50,000
Income generation	200,000	400,000
Legal assistance	25,750	40,000
Agency operational support	72,700	80,000
Project personnel expenditure	682,800	761,100
Total	$ 3,377,300	$ 4,261,100

Voluntary Repatriation

3.10.23 Between 1 January 1992 and 31 March 1993, 100 Chilean political exiles and 13 South African refugees and exiles returned home voluntarily with UNHCR assistance. The remaining exiles (158 Chileans together with their families) are preparing to return home, while interest in voluntary repatriation among Iraqi and Somali asylum-seekers is growing. UNHCR will facilitate voluntary repatriation and an allocation will be made from the General Allocation for Voluntary Repatriation should the need arise.

Resettlement

3.10.24 During 1992 and the first quarter of 1993, a total of 50 mandate refugees (four Iraqis, 28 Somalis and 18 of other nationalities) were resettled in third countries, mainly in Sweden.

3.10.25 This durable solution will be chosen only in exceptional cases when no other options are available. The programme is funded from an Overall Allocation for resettlement.

Project Personnel Expenditure (PPE)/Programme Support and Administration (PSA)

a) **1992 - 1993 (first quarter) major developments**

3.10.26 After the establishment of a UNHCR presence in Moscow in December 1991, two local posts were created as of 1 January 1992. They were subsequently extended until the end of 1993. Four international and four additional local posts were established in mid-1992 funded under PPE until the end of 1993. A senior UNHCR staff member remained on mission in Moscow for one year to monitor the development of the situation and negotiate an Accord de Siège which was signed on 6 October 1992.

b) **1993 - Revised estimates**

3.10.27 Increasing needs for the improvement of administrative arrangements and procedures relating to asylum and refugee law and assistance to an urban caseload required the extension of the existing four international and six local posts by one year until December 1994. In addition, two international and five local posts were created by mid-1993 to meet increasing programme demands. Funds have been budgeted for the relocation of the Regional Office in Moscow to more adequate premises and the purchase of equipment to improve the capacity of the office. The revised estimate for this year takes into account these staff and related administrative requirements.

c) **1994 - Initial estimates**

3.10.28 Initial PPE estimates reflect the costs of the staffing structure as it has expanded in the course of 1993 due to planned programme and protection activities. There is an eleven per cent increase compared to the 1993 revised budget. The rapidly evolving situation in the Russian Federation and the Newly Independent States may yet render necessary adjustments at a later stage. Funding is proposed under PPE.

UNHCR EXPENDITURE IN THE RUSSIAN FEDERATION

(in thousands of United States dollars)

1992	1993		1994	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1992 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
			GENERAL PROGRAMMES (1)	
573.6 a/	500.0	3,377.3	CARE AND MAINTENANCE Temporary assistance to needy refugees and asylum seekers	4,261.1
8.3 b/	–	–	VOLUNTARY REPATRIATION	–
1.2 b/	–	–	RESETTLEMENT	–
583.1	500.0	3,377.3	Sub-total (1)	4,261.1
			SPECIAL PROGRAMMES (2)	
			OTHER TRUST FUNDS	
85.8	56.0	19.8	PROGRAMME SUPPORT AND ADMIN. Junior Professional Officer	19.8
85.8	56.0	19.8	Sub-total (2)	19.8
668.9	**556.0**	**3,397.1**	**GRAND TOTAL (1+2)**	**4,280.9**

a/ of which US$ 194,476 incurred against Overall Allocation

b/ obligation incurred against Overall Allocation

3.11 SPAIN

Country Overview

Characteristics of the refugee population

3.11.1 Official Government figures indicate that during 1992, 11,242 asylum applications representing 12,655 persons were registered in Spain. The asylum-seekers came from South and Central America (5,069), Africa (3,483), Eastern Europe (3,033), the Middle East (631) and Asia (439). Peruvians represented by far the largest group of asylum-seekers with 2,917 persons, followed by 1,203 Poles, 1,109 Dominicans and 933 Romanians.

3.11.2 During the first quarter of 1993, a total of 3,656 persons sought asylum in the country, mainly from Peru, Romania and Poland.

3.11.3 The Spanish Government admitted 1,000 ex-detainees from Bosnia and their families, granting them 1951 Convention refugee status. Another 1,500 persons from former Yugoslavia who arrived under non-governmental organization (NGO) sponsorship have been granted "temporary protection", including residence and work permits, free schooling and medical care. In both cases, family reunification is handled with flexibility.

3.11.4 The majority of the asylum-seekers live in Madrid and other major urban centres such as Barcelona and Valencia.

Major developments (1992 and the first quarter of 1993)

3.11.5 The review of the Spanish legislation concerning refugees resulted in the creation in February 1992 of an Integrated Office for Refugees and Asylum (OAR), in which UNHCR plays a monitoring role. Since the creation of the OAR, the protection and assistance needs of the asylum-seekers are assessed immediately following the interview which takes place after the filing of an asylum application. The type of assistance to be provided to refugees is decided on a case-by-case basis at the OAR by qualified social workers employed by the Ministry of Social Affairs.

3.11.6 After the adoption of a comprehensive immigration policy, as part of which the Spanish Government granted amnesty to some 85,000 illegal aliens during the second half of 1991, the majority of aliens and asylum-seekers who applied for regularization of their status during the amnesty period were in fact regularized during 1992.

3.11.7 Asylum Law 5/85 of 20 February 1985, which makes a distinction between recognition of refugee status and the granting of asylum, is in the process of being amended. It is expected that Parliament will approve the proposed changes by the end of 1993 or in early 1994.

3.11.8 The Spanish Government formally applied on 3 June 1993 for membership to UNHCR's Executive Committee.

Programme objectives and priorities

3.11.9 The Branch Office fully supports the policy of the Spanish authorities of assisting recognized refugees to seek durable solutions and integration in Spain. Once granted refugee or asylum status, individuals are issued residence and work permits. They can also apply for education and installation grants through programmes financed by the Government and implemented by the "Comisión Española de Ayuda al Refugiado" (CEAR). The Government also facilitates family reunification by issuing the necessary visas. The Spanish Government in fact finances the entire assistance and integration programme for refugees in Spain, and provides financial and administrative assistance to NGOs working in this field.

3.11.10 The Branch Office continued to maintain its supervisory and monitoring role in the asylum procedures and participated as an observer in the National Eligibility Commission.

3.11.11 In accordance with the objectives of the prioritization exercise in Europe, the Branch Office is strengthening its refugee law training activities during both 1993 and 1994 through a systematic training programme covering the entire country.

3.11.12 The Spanish Government finances all UNHCR public information activities which involve, inter alia, publication and distribution of the Spanish version of Refugees magazine; funding special events such as exhibitions and Expo '92 activities; translations and publication of leaflets; public awareness campaigns and other related activities. In May 1993, the Spanish Government financed UNHCR's "Solidarity with Refugees" campaign, which was launched in other European countries as well.

3.11.13 The Branch Office also engages in fund raising activities which are increasingly carried out in coordination with the Refugee Assistance Council, which is presided over by Her Royal Highness Queen Sofia of Spain and raises private funds for refugees worldwide.

Arrangements for implementation/related inputs

3.11.14 During 1992, UNHCR continued to implement its local integration, family reunification and voluntary repatriation projects in Spain through the Spanish Red Cross, CEAR, the International Rescue Committee (IRC) and the International Catholic Migration Commission (ICMC). It also continued its cooperation with the International Organization for Migration (IOM) in the implementation of requests for voluntary repatriation.

General Programmes

Local Settlement

a) 1992 - 1993 (first quarter) programme implementation

3.11.15 From 1 January 1992 until the end of March 1993, social and legal counselling were provided to just over 4,000 asylum-seekers and refugees by the ICMC (Spain), IRC and CEAR. Owing to the increasing number of asylum-seekers, it is expected that more individuals will require similar counselling during 1993 and 1994. Financial assistance to cover basic food, lodging and subsistence needs was granted to seven refugees who were unable to benefit from Government-funded projects.

b) 1993 programme implementation

3.11.16 In 1993 financing of some NGOs (CEAR and ICMC) was reduced as they were able to obtain funds from the Government for the same purpose. The Office has also undertaken work aimed at the creation of a network of lawyers dealing with appeals who either work independently or through NGOs.

3.11.17 More than 1,000 vulnerable refugees, mainly Bosnians, Iraqis and Vietnamese, were accepted by Spain under resettlement programmes. These refugees receive integration assistance in the form of housing, food and social counselling from the Ministry of Social Welfare, in cooperation with municipalities and CEAR. The Branch Office is associated in an advisory capacity in the integration process and provides training to personnel involved directly in assistance activities.

3.11.18 In connection with the entry into force of amendments to the asylum legislation foreseen for the end of 1993, a legal project funded by the Spanish Government will allow UNHCR to exercise an advisory role in the refugee status determination procedure.

3.11.19 The Branch Office is also involved in the creation of a Spanish committee to support UNHCR which will be primarily dedicated to fund raising activities, but might also implement other refugee-related projects.

c) 1994 programme proposals

3.11.20 The increasing number of asylum-seekers may create a greater demand for legal and social counselling in 1994. However, no major budget increases are contemplated as the Government finances the largest share of this assistance.

3.11.21 UNHCR will focus on providing support to the agencies involved in counselling and individual case work.

Project Personnel Expenditure (PPE)/Programme Support and Administration (PSA)

a) 1992 - 1993 (first quarter) major developments

3.11.22 A small over-expenditure was incurred under PSA during 1992. A staff member who was on extended medical leave had to be replaced by temporary assistance. Two local posts, funded under PPE, which were to be discontinued by 30 June 1992 and 31 December 1992 respectively, as a result of the prioritization exercise in Western Europe were extended until 30 June 1993 due to delays in handing-over counselling activities to agencies. The over-expenditure was covered through a transfer between appropriations.

3.11.23 The Spanish Government has continued to provide rent-free office premises and maintenance.

b) 1993 - Revised estimates

3.11.24 The initial allocation under PSA has been increased significantly due to the change of funding from PPE to PSA of the Representative post as from 1 January 1993. The revised 1993 PPE budget is therefore lower than the initial estimate. The decrease was offset by an increase for salaries and staff costs for the two posts mentioned above. As some of the office equipment needs to be replaced, the PSA budget has been increased.

c) 1994 - Initial estimates

3.11.25 The 1994 initial estimate for PSA is similar to the 1993 revised estimate. The budget for PPE has been decreased from the revised 1993 PPE estimates, mainly owing to the fact that the two above-mentioned local posts were discontinued during the second half of 1993.

UNHCR EXPENDITURE IN SPAIN

(in thousands of United States dollars)

1992	1993		1994	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1992 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
			GENERAL PROGRAMMES (1)	
59.2 a/	–	–	VOLUNTARY REPATRIATION	–
452.6 b/	421.3	355.6	LOCAL SETTLEMENT Assistance towards local integration, mainly through legal aid	338.9
2.7 c/	–	–	RESETTLEMENT	–
369.5	318.7	512.5	PROGRAMME SUPPORT AND ADMIN. See Annexes I and II	498.9
884.0	740.0	868.1	Sub-total (1)	837.8
			SPECIAL PROGRAMMES (2)	
			OTHER TRUST FUNDS	
251.4	–	–	PROGRAMME SUPPORT AND ADMIN. Junior Professional Officer	–
251.4	0.0	0.0	Sub-total (2)	0.0
1,135.4	**740.0**	**868.1**	**GRAND TOTAL (1+2)**	**837.8**

a/ of which US$ 53,436 incurred against Overall Allocation

b/ of which US$ 284 incurred against Overall Allocation

c/ obligation incurred against Overall Allocation

3.12 TURKEY

Country Overview

Characteristics of the refugee population

3.12.1 At 31 December 1992, Turkey was host to approximately 13,500 refugees, including 8,200 Iraqis and Iranians living in Ankara and other provincial capitals, and 5,300 Iraqi Kurds living in camps supported both by the Government and by UNHCR in the south-eastern part of the country.

3.12.2 The number of asylum applications registered in 1992 by the UNHCR Branch Office in Ankara stood at 4,231 (7,011 persons), of whom 77.5 per cent were lodged by Iraqis, 20.5 per cent by Iranians and two per cent by persons of other nationalities.

3.12.3 Most of the refugees recognized by the UNHCR Branch Office in Ankara, who are awaiting departure to a country of resettlement, and the majority of asylum-seekers, who are awaiting determination of their status, live in urban areas; primarily Ankara and the provincial capitals. About 60 per cent of those assisted by UNHCR are single men, while the remainder are couples and families with children.

3.12.4 A group of 68 elderly Eastern European refugees who are long-term residents in Turkey are given support on a permanent basis through a local settlement programme.

3.12.5 In addition to those mentioned above, in 1992 and early 1993 there was an influx of about 15,000 nationals of Bosnia and Herzegovina. Most are supported by their families and relatives in and around Istanbul, while about 2,000 have been provided accommodation, basic food and health assistance in the Kirklareli camp by the Government and UNHCR.

Major developments (1992 and first quarter 1993)

3.12.6 At the beginning of 1992, the Branch Office resumed the individual refugee status determination procedure suspended in 1991 due to the Persian Gulf conflict. In order to clear the backlog of applicants awaiting a decision on refugee status, the Branch Office had to recruit additional legal consultants, hence the increase reflected in the legal and operational support sectors of the programme.

3.12.7 The arrival of thousands of nationals of Bosnia and Herzegovina, most of whom are women, children and the elderly, represented a major development in Turkey during the second semester of 1992 and first quarter of 1993.

3.12.8 Although the number of refugees in Turkey decreased significantly in 1992 through voluntary repatriation (20,000) and resettlement (about 5,700) as compared to 1991, the influx of asylum-seekers both from Iraq and the Islamic Republic of Iran seeking recognition as refugees at the Branch Office in Ankara continued unabated. The majority of the asylum-seekers request resettlement and/or family reunification primarily in North America, Australia and the Nordic countries.

3.12.9 In 1992, 7,519 refugees were accepted for resettlement, of whom 6,349 were Iraqis and 1,170 Iranians. During the year, 5,679 persons (4,402 Iraqis, 1,234 Iranians and 43 persons of other nationalities) departed for several countries including Australia, Canada, Denmark, Finland, the Netherlands, Norway, Sweden, and the United States of America. By the end of the first quarter of 1993, 1,364 cases (2,471 persons) were awaiting a decision on their request for resettlement, 1,255 cases (3,005 persons) were accepted for resettlement and 288 cases (572 persons) had departed for resettlement countries. Given present trends, it is estimated that the influx of asylum-seekers and thus the need for resettlement will continue throughout 1993 and 1994.

3.12.10 A total of 2,706 families (16,055 persons) returned to Iraq through the UNHCR-organized repatriation programme between August and October 1992, while an estimated 3,000 to 4,000 people returned spontaneously before the start of the organized movement. Thus, approximately 20,000 people repatriated voluntarily to northern Iraq during 1992. During the first quarter of 1993, an additional 680 repatriated to northern Iraq.

Programme objectives and priorities

3.12.11 Owing to the geographical limitation applied by the Turkish Government to the 1951 Convention relating to the Status of Refugees, the only possible durable solutions for the refugees in Turkey, as reflected in the programme objectives and priorities, are either repatriation or resettlement.

3.12.12 At present, the population remaining in the refugee camps at Silopi and Kangal appear reluctant to repatriate and have little chance of being accepted for resettlement. Consequently, the Branch Office intends to conduct an in-depth review of the remaining population in the camps during the second half of 1993. Depending on the results, efforts will be made to promote their return to their country of origin and/or to discuss the matter further with resettlement countries. It is hoped that the refugee camps in Turkey will be closed by mid-1994.

Arrangements for implementation/related inputs

3.12.13 The number of potential implementing partners in Turkey is very limited. Thus, several sectors of the care and maintenance, repatriation and resettlement projects have to be implemented directly by the Branch Office and the Sub-Office in Diyarbakir.

3.12.14 Regarding the care and maintenance project, the Branch Office provides assistance to refugees in Ankara and provincial capitals. The International Catholic Migration Commission (ICMC) and the World Council of Churches (WCC), with whom UNHCR has been associated for many years, serve as UNHCR implementing partners in Istanbul. The ICMC provides assistance to the refugees living in and around Istanbul, while the WCC implements a local settlement project benefiting 68 elderly Eastern European refugees. Another non-governmental organization (NGO), Argen, provides support to Branch Office Ankara in resettlement activities and to the Sub-Office in Diyarbakir and the Silopi camp for voluntary repatriation and related activities.

3.12.15 The Anatolian Development Foundation (ADF) serves as UNHCR's implementing partner both in the Sivas (Kangal) refugee camp, where some 580 Iraqis are accommodated, and in the Kirklareli camp, for the nationals of Bosnia and Herzegovina.

3.12.16 Shelter Now International and Caritas (Switzerland) assist UNHCR in the implementation of the repatriation project, by transporting and distributing relief items and shelter materials to the returnees in northern Iraq.

3.12.17 The Turkish authorities, in charge of all camp management, provide not only the camp facilities but also supply basic food and health services, as well as educational facilities in some of the camps. UNHCR plays a complementary role in several sectors.

3.12.18 For the urban group of refugees and asylum-seekers, medical care in Ankara is provided through a private clinic on contract to the Branch Office. In Istanbul and other cities, refugees have access to local state hospitals, where they can obtain treatment under an arrangement with UNHCR.

General Programmes

Emergency Fund

3.12.19 The needs of the Bosnian refugees in the Kirklareli camp were mainly covered by the Government, which requested a contribution from UNHCR. Consequently, an allocation was secured from the 1992 Emergency Fund to supplement the assistance provided by the authorities. Funding for the implementation of this programme during 1993 and 1994 for a potential refugee population of 4,000 to 5,000 has been included in the Special Operation for former Yugoslavia.

Care and Maintenance

a) 1992 - 1993 (first quarter) programme implementation

3.12.20 The 1992 allocation provided funding for continuing economic, medical and legal support to refugees awaiting a durable solution. About 80 per cent of the expenditure was used to cover subsistence/living allowances for refugees living in Ankara, Istanbul and other provincial capitals. This project has also been used to cover hotel costs and food allowances for vulnerable groups, mainly single women and families with small children. The monthly allowances of refugees were increased by an average of 60 per cent due to the high rate of inflation. No changes were introduced into programme implementation during the first quarter of 1993.

b) 1993 programme implementation

3.12.21 Except for minor adjustments owing to devaluation and inflation, the revised allocation for 1993 has been increased because of the regular influx of asylum-seekers.

c) 1994 programme proposals

3.12.22 The proposed allocation for 1994 is approximately the same as the 1993 revised allocation as there are as yet no indications that number of asylum-seekers in Turkey will diminish.

Local Settlement

a) 1992 - 1993 (first quarter) programme implementation

3.12.23 In 1992 a total of 86 elderly Eastern European refugees received monthly allowances which allowed them to cover their basic needs and pay for medical expenses that they could not otherwise afford. During the first quarter of 1993, only 68 refugees received the same assistance, as 18 refugees died during the course of 1992.

b) 1993 programme implementation

3.12.24 No changes in implementation are foreseen for the rest of the year.

c) 1994 programme proposals

3.12.25 Given the low number of refugees involved, funding to cover their needs has been included in the 1994 care and maintenance appropriation.

Resettlement

a) 1992 - 1993 (first quarter) programme implementation

3.12.26 In 1992 approximately 1,800 refugees in Turkey were provided assistance in the form of medical examinations and other activities related to pre-departure resettlement procedures, such as photographs for documentation, in-country transportation and hotel expenses. The salaries of two agency staff members were funded by the project to assist the refugees in all resettlement procedures.

b) 1993 programme implementation

3.12.27 The revised allocation for 1993 has been increased due to the unexpected need to transport refugees, for security reasons, to Gasiantep, an almost 1,000 km journey, where they were accommodated for a few days until they had completed their interviews.

c) 1994 programme proposals

3.12.28 Since most of the eligible Iraqi caseload will have been processed for resettlement in the course of 1993, the proposed 1994 allocation is slightly lower than the revised 1993 allocation. The beneficiaries will be urban refugees in Ankara and the provincial capitals.

Special Programmes

Other Trust Funds

3.12.29 A total of $ 2,500,000 was obligated in 1992 to provide assistance from July 1992 to 31 March 1993. The beneficiaries were some 31,000 Iraqi Kurds, most of whom arrived after the events of 1988. A care and maintenance component addressed the needs of some 25,000 persons pending a durable solution which, for most, would be voluntary repatriation. UNHCR assistance covered three areas: counselling on the present conditions in Iraq, coordinating with the Government of Turkey the transport of returnees; and providing food, basic shelter material and a cash grant.

3.12.30 Due to certain limitations on NGOs operating in Turkey, a large portion of the project was implemented directly by the UNHCR Branch Office in Ankara through the Sub-Office in Diyarbakir. The continuation of the project beyond 31 March 1993 is funded under the Special Assistance Programme for persons of concern to UNHCR as a result of the Persian Gulf Crisis. This change in the source of funding was implemented since the majority of beneficiaries receiving assistance after 31 March 1992 were refugees who had arrived in 1991. Most of the beneficiaries from among the 1988 caseload has, by early 1993, either repatriated voluntarily or in a few cases, been resettled.

Humanitarian assistance to refugees from the former Yugoslavia

3.12.31 To supplement Government efforts to protect and assist refugees from Bosnia and Herzegovina, funding for the implementation of a care and maintenance programme for up to 5,000 Bosnian refugees was included in the Revised Consolidated Inter-Agency Appeal for former Yugoslavia. Out of an estimated total caseload of 15,000 Bosnian refugees, most of whom live with families and relatives in and around Istanbul, by mid-1993 some 1,500 refugees were accommodated in Kirklareli refugee camp. The majority belonged to vulnerable groups, particularly women with children and the elderly.

3.12.32 The bulk of the assistance was in the form of domestic items such as beds, mats, kitchen utensils and clothing. Approximately one third of the funds are being used for the upgrading of the camp water and sanitation facilities as well as for the communal kitchen. The remainder covers supplementary feeding for children and other vulnerable groups, as well as medicines, medical supplies and emergency treatment in hospitals as a complement to the medical care provided by the Government. Small amounts are budgeted for social counselling, emergency assistance and to supplement the educational programme of ADF.

Plan of Action relating to the Persian Gulf Crisis

a) 1992 - 1993 (first quarter) programme implementation

3.12.33 The amount obligated covered assistance to an Iraqi Kurd camp population of some 30,000 persons from 1 January 1991 until 30 June 1992. Pending durable solutions, the beneficiaries were provided food, basic domestic items, health care, shelter, and transport of relief items. Existing water and sanitation systems were repaired and a water-distribution system established. By early 1993, the sanitation system in Silopi still required further work. One of the main activities was warehousing and transport inside Turkey of food and non-food items. Relief goods were not only delivered to the camps in Diyarbakir, Mardin/Kiziltepe, Mus, Silopi, Kayseri, and Sivas/Kangal in Turkey, but also into northern Iraq. Expenditure thus related to both operations. A separate project has been established covering the period June 1992 to June 1993 to fund the establishment and maintenance of a contingency warehouse in Iskenderun.

b) 1993 - programme implementation

3.12.34 With the withdrawal of UNHCR from northern Iraq in June 1992, assistance to the remaining Iraqi Kurds in Turkey was, from 1 July 1992 to 31 March 1993, funded under a special Trust Fund. In response to donor earmarkings, $ 1,809,200 are required in 1993 to fund the continuation of a project aimed at durable solutions for the remaining Iraqi Kurd camp population of some 4,800 persons, mainly 1991 arrivals. It is envisaged that some 2,200 of them will have resettled by the end of the year, and the majority of the remaining beneficiaries will have returned home. However, it cannot be ruled out that there will be a small caseload still in need of care and maintenance until the end of the year.

c) 1994 - programme proposals

3.12.35 In anticipation of the entire Iraqi Kurd camp population having found durable solutions through either resettlement or repatriation by the end of 1993, no allocation is proposed for 1994. Should the need arise to assist a small remaining caseload to repatriate, an allocation will be requested from the General Allocation for Voluntary Repatriation.

Project Personnel Expenditure (PPE)/Programme Support and Administration (PSA)

a) 1992 - 1993 (first quarter) major developments

3.12.36 The opening of a centre for refugees from the Republic of Bosnia and Herzegovina in Kirklareli resulted in a significant increase in expenditure due to travel and communications costs. This increase was covered by a transfer between appropriations at year-end. Diminished activities in the east of the country, owing to the departure of most of the Iraqi refugees through either resettlement or repatriation, resulted in savings in general operating expenses in Diyarbakir.

b) 1993 - Revised estimates

3.12.37 Funds were budgeted from the Special Operation for former Yugoslavia for the increase in expenses related to the centre for Bosnian refugees in Kirklareli. Due to the geographic limitation applied by Turkey, status determination of non-European individual cases is the responsibility of the Branch Office. The continuing high number of asylum-seekers requires intensive individual case work. Funds for temporary assistance for lawyers and support staff involved in eligibility and resettlement work have been budgeted and one additional local post was created. Provision was made for additional office space for interviews. As country programmes are spread over several locations in Turkey, increased costs have been budgeted for travel and communication. Due to the diminished activities in the east of the country, however, the post of Head of Sub-Office was discontinued by mid-1993, resulting in savings on staff costs.

c) 1994 - Initial estimates

3.12.38 Initial estimates for 1994 are lower than the 1993 revised budget in view of the fact that equipment would have been purchased in 1993 and travel is expected to decline after redeployment of staff from the east of the country to a duty station nearer to the Kirklareli camp.

UNHCR EXPENDITURE IN TURKEY

(in thousands of United States dollars)

1992	1993		1994	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1992 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
545.4	–	–	EMERGENCY FUND	–
1,589.3	1,316.9	1,519.8	CARE AND MAINTENANCE Subsistence allowances for refugees and asylum seekers	1,494.0
0.2 a/	–	–	VOLUNTARY REPATRIATION	–
25.8	29.2	27.5	LOCAL SETTLEMENT	–
404.2 b/	382.9	404.6	RESETTLEMENT In–country transport, medical examinations and pre–departure allowances	383.0
471.1	355.5	570.5	PROGRAMME SUPPORT AND ADMIN. See Annexes I and II	540.0
3,036.0	2,084.5	2,522.4	Sub–total (1)	2,417.0
SPECIAL PROGRAMMES (2)				
–	–	1,345.7	HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA	–
3,082.4	–	1,809.2	PLAN OF ACTION RELATING TO THE GULF CRISIS	–
			OTHER TRUST FUNDS	
2,500.0	4,000.0	–	Assistance to Iraqi nationals	–
313.8	171.0	163.3	PROGRAMME SUPPORT AND ADMIN. Junior Professional Officer	163.3
5,896.2	4,171.0	3,318.2	Sub–total (2)	163.3
8,932.2	**6,255.5**	**5,840.6**	**GRAND TOTAL (1+2)**	**2,580.3**

a/ obligation incurred against Overall Allocation

b/ of which US$ 21,800 incurred against Overall Allocation

3.13 UNITED KINGDOM

Country Overview

Characteristics of the refugee population

3.13.1 The number of refugees in the United Kingdom is estimated at some 100,000, of whom some 37,000 have arrived since 1989. During 1992, some 24,600 persons sought asylum in the country. The majority of the asylum-seekers are from former Yugoslavia (5,600), followed by Sri Lanka (2,800), Turkey (1,900), Pakistan (1,700), Ghana (1,600), Somalia (1,600) and India (1,450). The remainder comprises of smaller groups of different nationalities.

3.13.2 During the first quarter of 1993, a total of 5,900 asylum applications were received. Of the 2,385 African asylum-seekers the majority came from Ghana (465), followed by Somalia (435), Ethiopia (200), Zaire (175) and Angola (80). The rest came from several other countries. The number of asylum-seekers from Eastern Europe was 1,570, 660 of whom from former Yugoslavia, 420 from Turkey, 115 from the Newly Independant States and smaller numbers from other countries. Applicants from Asia (1,395) included 510 Sri Lankans, 355 Indians, 320 Pakistanis and others. Some 450 applications were filed by asylum-seekers from the Middle East, primarily Iranians (125) and Iraqis (115), while 95 applicants originated from several Latin American countries.

3.13.3 The vast majority of refugees and asylum-seekers are of urban background and live in London and other cities such as Birmingham, Leeds, Manchester and Liverpool. Many are well educated, with professional and language skills.

3.13.4 In addition to refugee status, the British Home Secretary can grant on a discretionary basis an Exceptional Leave to Remain (ELR), which allows applicants to remain in the United Kingdom on humanitarian grounds. In 1992, about 12,500 persons were granted ELR status: 4,300 Sri Lankans, 2,200 Ethiopians, 2,200 Somalis, 1,500 Turks, 1,200 Iraqis and 1,100 Ugandans.

Major developments (1992 and first quarter of 1993)

3.13.5 The British Parliament has been debating a new asylum bill, which holds out the possibility of a further appeal to rejected applicants and which formally adopts the 1951 Convention refugee definition. Several amendments suggested by UNHCR are aimed at bringing the texts of the asylum bill and related rules more in line with the 1951 Convention relating to the Status of Refugees and its 1967 Protocol.

3.13.6 The Government has increasingly been resorting to a policy of "third country removals", which prevents asylum-seekers from requesting asylum in the UK on the grounds that the application should have been lodged in the first safe country through which they transited. During 1992, about 300 cases were refused admission to asylum procedures on these grounds.

3.13.7 The Government estimates that during 1992 close to 40,000 persons from the former Yugoslavia arrived in the United Kingdom as visitors. As stated above, about 5,600 applied for asylum.

3.13.8 The implementation of stricter entry-control measures (including higher fines against carriers bringing in passengers with invalid/false documents) and the introduction of an improved system for identification have effectively reduced the number of spontaneous asylum-seekers.

3.13.9 In response to the High Commissioner's appeal, the United Kingdom decided to admit 1,000 Bosnian ex-detainees and their families. At the end of June 1993, a total of 263 Bosnians had arrived in the United Kingdom. They are entitled to work and benefit from existing social welfare programmes. The British Red Cross and the Refugee Council are responsible for their initial reception and for providing counselling and support services.

Programme objectives and priorities

3.13.10 The programmes presently being implemented in the UK continue to focus on providing legal assistance to refugees and asylum-seekers, as well as resettlement, family reunification and repatriation assistance to individual cases.

Arrangements for implementation/related inputs

3.13.11 Legal counselling and advocacy for asylum-seekers are provided by the Refugee Legal Centre (RLC), an NGO funded jointly by UNHCR and the Government.

3.13.12 The Branch Office and the British Red Cross implement the family reunification programme. UNHCR also maintains periodic contacts with the British Council, Ockenden Venture, the Refugee Arrivals Project and a host of voluntary and community agencies that provide assistance to refugees and asylum-seekers, ranging from accommodation to employment, training, counselling and other support services. An Overall Allocation covers travel costs for the purpose of resettlement and family reunification.

General Programmes

Voluntary Repatriation

a) **1992 - 1993 (first quarter) programme implementation**

3.13.13 This project covered the transport costs of the refugees from the UK to their country of origin and eventual place of residence. Expenses related to the renewal of passports and other documents were also covered in some cases. An allowance for pocket money was provided for payment of terminal and transit expenses.

3.13.14 In 1992, UNHCR supported the voluntary repatriation of 148 cases (238 persons). The majority were South Africans (163 persons) and Chileans (49 persons). Travel arrangements were made by the Branch Office in coordination with the International Organisation for Migration (IOM) in Geneva.

3.13.15 During the first quarter of 1993, 86 refugees repatriated voluntarily with the assistance of UNHCR and IOM.

b) **1993 programme implementation**

3.13.16 The repatriation programme will continue to attend to all the voluntary repatriation requests. As the number of requests has been higher than foreseen during the first months of 1993, the allocation has been increased accordingly.

c) **1994 programme proposals**

3.13.17 The proposed initial allocation for 1994 takes into account a similar number of beneficiaries as for 1993, namely, approximately 170 cases. The allocation may have to be increased, however, if the number of South African applicants increases, as their repatriation will no longer be funded under Special Programmes.

Local Settlement

a) **1992 - 1993 (first quarter) programme implementation**

3.13.18 The 1992 programme included a legal sector implemented by the RLC. Some 5,000 new cases were provided legal assistance and representation in applying for refugee status in the UK. Around 3,600 old cases continued to receive assistance during the year.

3.13.19 Most of the 1992 resettlement cases in the United Kingdom continued to be related to family reunification of direct dependants of recognized refugees. The Home Office also considered favourably cases submitted by UNHCR deemed to be in need of resettlement. During 1992, the number of persons known to have resettled in the UK totalled 1,296, of whom 805 were Indo-Chinese refugees and 491 Somalis. Amongst the 582 persons resettled during the first quarter of 1993, 356 were Muslim refugees from Bosnia and 169 were Indo-Chinese refugees. This programme was implemented by voluntary agencies in conjunction with the UNHCR Branch Office in London.

3.13.20 The programme also included extensive activities related to the promotion of refugee law, which were implemented directly by the Branch Office.

b) 1993 programme implementation

3.13.21 Given present trends, the number of beneficiaries and proposed activities, no significant changes are proposed for the remainder of the year.

c) 1994 programme proposals

3.13.22 As in 1993, expenditure is foreseen for legal assistance and protection activities. Casework related to family reunification, implemented by the British Red Cross Society, will be funded, as well as legal representation for refugees. Legal training seminars will be conducted by the Branch Office.

Project Personnel Expenditure (PPE)/Programme Support and Administration (PSA)

a) 1992 - 1993 (first quarter) major developments

3.13.23 Over-expenditure during this period was caused mainly by the fact that one Professional and one General Service post which had been targeted for discontinuation by mid-1992 were extended until mid-1994. This became necessary due to unexpected delays in the handover of individual case management to implementing partners. In addition, the Branch Office required temporary assistance to cover extended periods during which one experienced staff member was on mission to assist in another UNHCR operation. General operating expenses were also higher than budgeted due to inflation. The over-expenditure was covered by a transfer between appropriations.

b) 1993 - Revised estimates

3.13.24 The revised 1993 estimate which shows an increase of some 13 per cent over the approved allocation is due to the extension of one international and one local post as explained above.

c) 1994 - Initial estimates

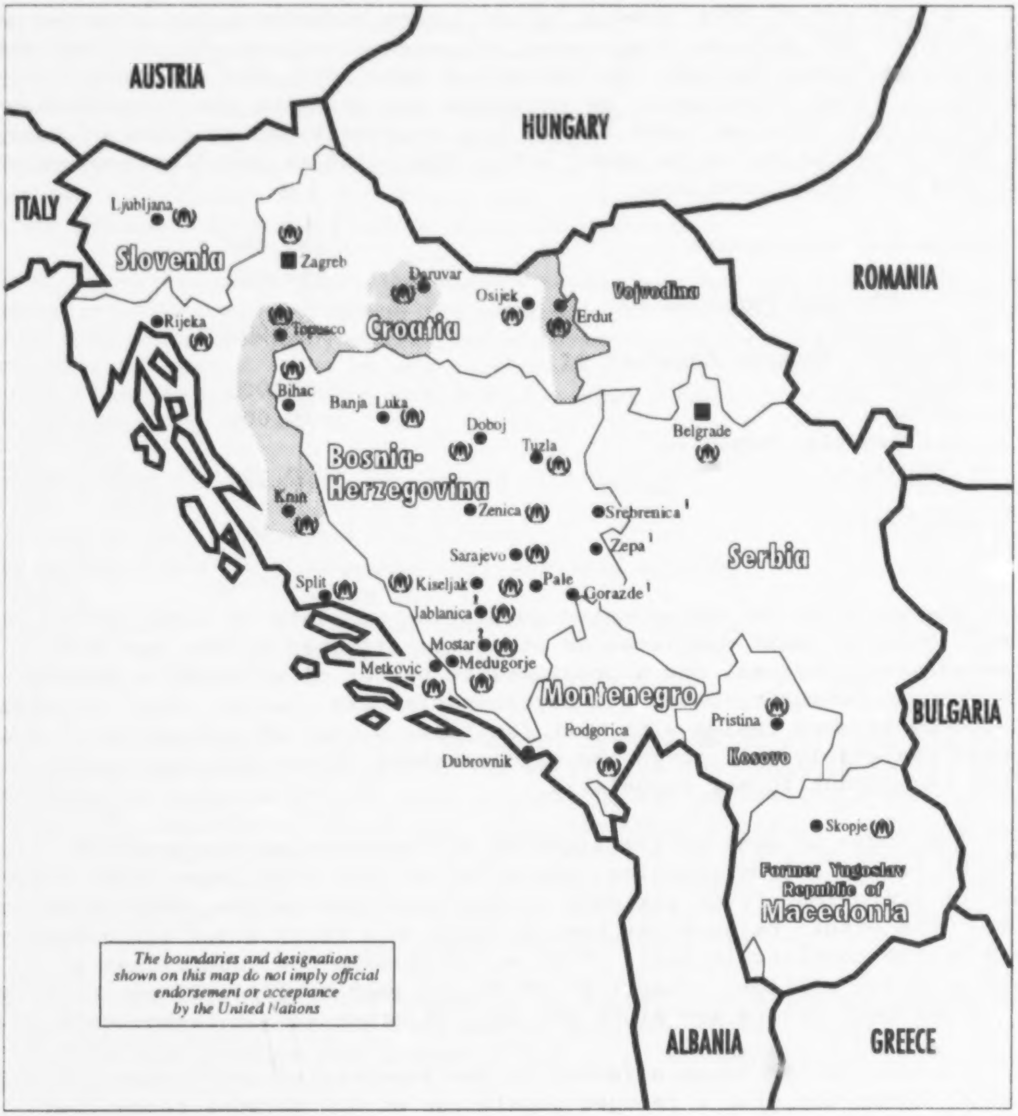
3.13.25 As the extension of the two posts is planned until mid-1994 only, the initial estimate for 1994 is lower than the revised 1993 estimate.

UNHCR EXPENDITURE IN THE UNITED KINGDOM

(in thousands of United States dollars)

1992	1993		1994	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1992 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
			GENERAL PROGRAMMES (1)	
100.0	100.0	150.0	VOLUNTARY REPATRIATION Travel and related costs	150.0
410.4	449.3	447.7	LOCAL SETTLEMENT Legal advice to asylum seekers and refugees upon arrival	466.3
819.9	764.5	868.0	PROGRAMME SUPPORT AND ADMIN. See Annexes I and II	792.9
1,330.3	1,313.8	1,465.7	Sub-total (1)	1,409.2
			SPECIAL PROGRAMMES (2)	
0.3	-	-	EDUCATION ACCOUNT	-
-	-	16.0	HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA	-
0.3	0.0	16.0	Sub-total (2)	0.0
1,330.6	**1,313.8**	**1,481.7**	**GRAND TOTAL (1+2)**	**1,409.2**

FORMER YUGOSLAVIA


AUSTRIA
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Topusco
Daruvar
Croatia
Osijek
Erdut
Vojvodina
Bihac
Banja Luka
Doboj
Tuzla
Belgrade
Bosnia-
Herzegovina
Knin
Zenica
Srebrenica 1
Zepa 1
Serbia
Sarajevo
Kiseljak
Pale
Gorazde 1
Split
Jablanica
Mostar 2
Metkovic
Medugorje
Montenegro
Pristina
Podgorica
Kosovo
Dubrovnik
Skopje
Former Yugoslav
Republic of
Macedonia

The boundaries and designations shown on this map do not imply official endorsement or acceptance by the United Nations

UNHCR Offices

▨ UNPAs

1 - UNHCR Representation

2 - Office evacuated for security reasons

3.14 FORMER YUGOSLAVIA

Area Overview

Characteristics of the refugee population

3.14.1 By the end of 1992, events in the former Yugoslavia had affected an estimated 3,055,000 persons, comprising refugees, displaced persons, and other vulnerable or besieged groups. By the end of June 1993, the affected, population in former Yugoslavia, as estimated for planning the humanitarian assistance effort totalled 3,605,000. This represents an increase of nearly 20 per cent from the end of December 1992. The refugees and displaced persons were in the following locations:

Bosnia and Herzegovina	2,280,000
Croatia	690,000
Serbia (Federal Republic of Yugoslavia)	480,000
Montenegro (Federal Republic of Yugoslavia)	65,000
Slovenia	60,000
Former Yugoslav Republic of Macedonia	30,000
Total	3,605,000

3.14.2 The majority of the assisted population consists of women and children. Many of those displaced or otherwise affected by the war have experienced severe trauma, and a considerable number of vulnerable persons require special community-based and psycho-social assistance. Most refugees and displaced persons reside with host families, a form of accommodation which has worked reasonably well given the circumstances of war and deprivation prevalent throughout former Yugoslavia.

3.14.3 The focus of most of the fighting and destruction has been the Republic of Bosnia and Herzegovina, where, as of June 1993, some 2,280,000 persons, or approximately 60 per cent of the total population, were being assisted. The ethnic balance has been altered on a daily basis since the outbreak of the conflict in April 1992, at which time the country had a population of 4.5 million, comprised of 44 per cent Muslims, 31 per cent Serbs, 17 per cent Croats and eight per cent of other ethnic backgrounds.

3.14.4 In addition to those affected by the break-up of the former Yugoslavia, there was also a refugee population of 300 persons recognized under UNHCR's mandate, a 42 per cent decrease from the 517 at the end of 1991. This was due primarily to resettlement to third countries, mainly the United

States of America, Canada and Australia. The majority of this group is Albanian, the remainder are from Romania, Iraq, and other countries. This population consists primarily of single males, with few women and children. They are largely housed in UNHCR-supported accommodation centres.

Major developments (1992 and first half 1993)

3.14.5 In November 1991, UNHCR was requested by the Secretary-General of the United Nations to act as lead United Nations agency responsible for providing protection and assistance to the victims of the conflict in former Yugoslavia. At that time, the 500,000 persons concerned had, for the most part, been displaced by the war in Croatia. By mid-April 1992, following the eruption of the conflict in Bosnia and Herzegovina, the displaced population of the six republics had reached 800,000 and by May, 1.3 million. In addition, some 240,000 persons had sought refuge in other countries.

3.14.6 Over the past year, the war in Bosnia and Herzegovina has escalated, creating untold human suffering and severely affecting neighbouring republics. Accordingly, the emergency operation in former Yugoslavia has grown to unprecedented levels. The recent chronology of consolidated inter-agency appeals testifies to increasingly higher target populations and appeal requirements:

Date of Appeal	Period covered	Amount	Number of beneficiaries
4 September 1992	November 1991 - March 1993	$394,429,000	2,780,000
11 March 1993	November 1991 - March 1993	$767,154,000	3,820,000

3.14.7 As the Bosnian capital, Sarajevo, became sealed off from the outside world, Security Council resolution 761 of 29 June 1992 charged United Nations peace-keeping troops with the task of ensuring the security and functioning of the airport. Days later, on 3 July 1992, the UNHCR-sponsored humanitarian airlift to Sarajevo began; the largest operation of its kind since the Berlin airlift. From the start of the airlift through the end of June 1993, 45,395 mt of humanitarian relief supplies were transported to Sarajevo through 4,143 sorties carried out by five principal participating nations.

3.14.8 In addition, the initiation of an airdrop operation to Eastern Bosnia in March 1993 provided desperately needed food and medical supplies. By the end of June, 759 sorties had dropped 5,012 mt to Srebrenica, Gorazde, Zepa and other areas.

3.14.9 Despite overwhelming constraints, the potential threat to life during the winter months was largely overcome, in part thanks to milder weather than expected. The humanitarian operation, increasingly supported by the United Nations Protection Forces (UNPROFOR), has been responsible for providing sufficient food, medical care, domestic items and shelter materials to meet many immediate relief requirements.

3.14.10 Nevertheless, the main obstacles preventing the relief operation from fulfilling its objectives have been deliberate and ruthless campaigns of obstruction and destruction. The Sarajevo airlift has been suspended several times due to repeated security incidents. On the ground, protection and assistance efforts have been deployed against a backdrop of intensifying warfare and violations of human and minority rights. For all its importance, the relief operation in former Yugoslavia, and particularly in Bosnia and Herzegovina, has had little impact in limiting the conflict or "ethnic cleansing".

3.14.11 With regard to international protection, UNHCR has continued to monitor, report and channel information which in some cases has led to the exposure of human rights violations in the former Yugoslavia. In July 1992, the High Commissioner launched the Comprehensive Response to the Humanitarian Crisis in the Former Yugoslavia, endorsed at the International Meeting on Humanitarian Aid for Victims of the Conflict in the Former Yugoslavia held in Geneva on 29 July 1992. The issues of access to persons in need, and of admission to safety of the displaced and refugee populations are essential elements of the Comprehensive Response. Throughout the period under review, UNHCR has continued its efforts to obtain unhindered access to the population in need. Nevertheless, UNHCR access has continued to be hampered or completely denied by the parties to the conflict. Regarding the issue of the right of the displaced to find safety, UNHCR has made all efforts to ensure safe passage and admission in other parts of the region and to ensure that minimum standards of temporary protection are respected. UNHCR has further assisted with organized movements of persons who are in acute life-threatening situations, as in the case of Srebrenica.

3.14.12 With regard to ex-detainees, a resettlement programme has been launched. Twenty-two participating states have offered 8,683 places for ex-detainees and additional places for family members. At 30 June 1993, a total of 11,030 persons had departed from transit facilities in Croatia, and 286 from Montenegro, while 352 remained in transit.

3.14.13 At the international level the Office has been actively promoting admission at borders and non-refoulement as well as the extension and development of the concept of temporary protection. UNHCR has assisted and promoted the registration of refugees and displaced persons, particularly of those vulnerable groups in need of special care. Furthermore, UNHCR is concerned with the plight of women, children and all persons traumatized by the war. These groups are receiving particular attention through community-based assistance programmes already in place in most of the republics of the former Yugoslavia.

3.14.14 Over the past year, Slovenia and Croatia have acceded to the 1951 Convention and its 1967 Protocol. The Federal Republic of Yugoslavia (Serbia and Montenegro) considers that it has succeeded to the treaty obligations of the former Socialist Federal Republic of Yugoslavia, which had acceded to both the Convention and Protocol.

3.14.15 Generally speaking, refugees from outside the former Yugoslavia who are recognized under UNHCR's mandate have no legal status in the Federal Republic of Yugoslavia. Their presence in the country is tolerated as long as UNHCR assumes full responsibility for their assistance and undertakes to resettle them elsewhere. Refugees from former Yugoslav republics in principle enjoy protection against refoulement as well as assistance in Serbia and Montenegro under legal instruments adopted separately by these two republics.

Programme objectives and priorities

3.14.16 The foremost objective of the humanitarian operation has been to mobilize and distribute life-saving emergency relief supplies (food, medicines, shelter materials and domestic items) to affected populations in the various republics of former Yugoslavia through an extensive logistical and field-office network, supported by a broad range of implementing partners and other operational agencies. A complementary objective has been the provision of multi-sectoral assistance to sustain the refugees, displaced persons and other vulnerable groups. This assistance includes heating fuel, nutritional monitoring, improvements to physical shelter and infrastructure and community services programmes. A third objective, more difficult in a context of continuing hostilities, is the commencement of modest activities to enable a transition from the emergency to the post-emergency phase, such as agriculture and education.

Arrangements for implementation/related inputs

3.14.17 The management of the extensive transport fleet and related logistical systems is implemented directly by UNHCR, which has drawn United Nations peace-keeping forces into close collaboration with humanitarian agencies in the protection of relief deliveries to affected civilian populations. Complementing UNHCR's transport capacity are the airlift and airdrop operations, implemented by aircraft provided by different Governments.

3.14.18 Otherwise, implementation of most sectoral activities under UNHCR responsibility is carried out by either non-governmental organizations (NGOs) or governmental agencies; nearly 60 sub-projects, and corresponding sub-agreements with various organizations, are being established in 1993 for activities relating to the emergency operation in former Yugoslavia.

3.14.19 Implementation in Bosnia and Herzegovina has been facilitated and expanded through the creation of the Soros Humanitarian Fund totalling

$ 36 million, made possible by a generous private financial contribution. The Fund was created to encourage NGOs to work in Bosnia, and has led to the implementation of numerous life-saving Quick Impact Projects (QIPs) in sectors such as transport, health, food, agriculture and community services.

3.14.20 Since November 1992, the World Food Programme (WFP) has mobilized and delivered basic food to Extended Delivery Points in former Yugoslavia. The responsibility for the provision of supplementary food is shared by WFP and UNICEF, which also implements various projects focusing on women and vulnerable groups. The World Health Organization (WHO) has assumed, since the start of the operation, the primary role in implementation of projects in the health sector, including health/nutrition monotoring, the provision of medical supplies and public health advisory services.

3.14.21 The International Committee of the Red Cross (ICRC) has been carrying out extensive activities, primarily in Bosnia and Herzegovina, in the provision of food, family parcels, hygienic articles, clothing, domestic items, heaters and medical supplies. The ICRC has also been instrumental in facilitating and ensuring the tracing, protection, and release of detainees.

3.14.22 The United Nations Development Programme (UNDP) is focusing efforts on a United Nations Protected Area (UNPA-West) in social reconstruction and community-based activities. The United Nations Industrial Development Organization (UNIDO) is concentrating on emergency projects in the shelter and nutrition sectors in the Slavonia and Dalmatia regions of Croatia. The United Nations Volunteers (UNVs) have provided staff to UNHCR to work in specialized fields ranging from logistics to social services. The International Organisation for Migration (IOM) provides international transport and related assistance to vulnerable groups and other victims of the conflict.

General Programmes

Federal Republic of Yugoslavia (Serbia and Montenegro)

Care and Maintenance

a) 1992 - 1993 (first quarter) programme implementation

3.14.23 In 1992, a total of 579 persons were assisted, ranging from an average in January of 533 refugees and asylum-seekers from countries outside former Yugoslavia, to 285 by December. Nearly all these persons were assisted in UNHCR-supported accommodation centres. As foreseen, bus tickets for travel to and from the centres, supplementary assistance payments, allowances to privately accommodated refugees, and essential medical and emergency dental care were provided. For 1993, based on the decreasing caseload, a planning figure of 300 persons was established.

b) **1993 programme implementation**

3.14.24 In 1993 the objective of providing basic care and maintenance pending durable solutions for the refugees and asylum-seekers has been maintained and is implemented by UNHCR in the absence of an implementing partner. Although beneficiaries include families, there is a preponderence of single males. Refugees will continue to live at one of several designated accommodation centres at Belgrade or Avala, with room and board provided at UNHCR's expense, or at the Federal Immigration Centre at Padinska Skela where UNHCR is providing food. Those able to find their own accommodation are receiving a modest monthly allowance. As in 1992, medical care and other basic needs are being covered. For 1993, the revised allocation of $ 600,000 reflects the lower rate of implementation and reduced number of beneficiaries compared with 1992.

c) **1994 programme proposals**

3.14.25 For 1994, an allocation of $ 581,300 is proposed to provide the same care and maintenance assistance for a reduced projected number of refugees and asylum-seekers, estimated at 200.

Resettlement (refugees from outside former Yugoslavia)

a) **1992 - 1993 (first quarter) programme implementation**

3.14.26 In 1992, 262 refugees were resettled from the Federal Republic of Yugoslavia, a considerable reduction from 948 in 1991. Primary resettlement countries were the United States of America, Canada and, to a lesser extent, Australia. UNHCR assisted by facilitating interviews and covering the costs of documentation, medical examinations, passport/visa fees, bus tickets to Budapest and airport taxes. For 1993, an initial target of 300 persons was estimated to require assistance towards permanent resettlement in third countries. Through March 1993, 27 persons had departed for resettlement, reflecting increasing difficulty in securing resettlement opportunities for this residual caseload.

b) **1993 programme implementation**

3.14.27 Resettlement has remained the primary durable solution for refugees originating from outside former Yugoslavia, in the absence of opportunities for local integration and general lack of interest in voluntary repatriation. The approved allocation of $ 149,200 has therefore been reduced to $ 42,700.

c) **1994 programme proposals**

3.14.28 It is estimated that some 200 persons will benefit from similar assistance in 1994. For this purpose an allocation of $ 30,000 is proposed.

As in past years, the project will be implemented by the Office of the UNHCR Chargé de Mission in Belgrade.

Special Programmes

a) 1992 - 1993 (first quarter) programme implementation

3.14.29 Total expenditure in former Yugoslavia financed under Special Programmes amounted to $ 294,442,000, of which $ 115,108,600 were contributions in kind. The major portion of 1992 contributions comprised the provision of food and non-food items, shelter projects, implementation of trucking fleets and related logistics activities, and programme support costs. At June 1993, estimated financial requirements for the Special Operation in 1993 were $ 413,235,800. Projected requirements for 1994 are not yet available.

b) 1993 programme implementation

3.14.30 Following a gradual increase in the number of implementing agencies willing and able to work under extremely difficult security conditions, UNHCR has made progress in 1993 in the implementation of major life-saving activities related to basic humanitarian objectives in Bosnia and Herzegovina. Initial efforts in Bosnia and Herzegovina and other republics are concentrated on the sectors of food, shelter, and the provision of domestic items; complementary activities in community services, water, sanitation and agriculture (through the distribution of seeds) are also being carried out. Most programmatic activities in Bosnia are still characterized by the continual displacement of persons from their homes as the result of the war, or the provision of basic relief for survival - food and shelter - to inhabitants of besieged cities and "safe areas". The provision of financial assistance to families hosting refugees is an important feature of programmes in Croatia, Slovenia, and the Former Yugoslav Republic of Macedonia. Health, education, and community-service activities also figure prominently in Croatia and Slovenia. Programme activities in Serbia and Montenegro focus primarily on effective distribution of food and non-food items, the renovation/construction and running cost support of collective centres, a variety of social services efforts and, to a limited degree, health support.

3.14.31 A vital aspect of the operation for 1993 is to prepare for winter, employing a variety of inputs that relate not only to immediate physical requirements such as food, domestic needs, fuel and shelter, but to assistance which also benefits the communities in which the displaced live. In this manner, UNHCR expects to provide limited but strategically crucial preventive protection for displaced threatened with "ethnic cleansing" where such protection is possible. The absence of financial support for this, the largest share of the programme, will prevent these plans from being realized, although mechanisms are in place to implement them.

3.14.32 Thus, as matters stand at mid-year, UNHCR's aid to the region will advance no further than the minimum necessary, pending receipt of sufficient donor contributions to meet programme objectives.

c) 1994 programme proposals

3.14.33 Given the constantly evolving situation in former Yugoslavia, particularly in the Republic of Bosnia and Herzegovina, it is not possible at this time to develop precise programme proposals for 1994. However, as long as the war continues unabated, the 1993-1994 winter assistance programme is a matter of grave concern.

3.14.34 However, in those republics where it may be possible to effect a gradual shift away from emergency operations towards post-emergency activities (such as Slovenia), this will be done. If the socio-political situation does improve, UNHCR may find itself having to assume its traditional mandate of facilitating return.

Project Personnel Expenditure (PPE)/Programme Support and Administration (PSA)

a) 1992 - 1993 (first quarter) major developments

3.14.35 By January 1992, in addition to the existing office in Belgrade, new UNHCR offices were opened in Zagreb (Croatia), Ljubljana (Slovenia), and Sarajevo (Bosnia and Herzegovina) to implement the Secretary-General's request that UNHCR coordinate the assistance of the United Nations to persons displaced by the conflict. In May 1992 events in the Sarajevo area led to the temporary relocation of that office to Zagreb. In late June 1992 a small UNHCR contingent re-established a presence in Sarajevo in connection with the initiation of the humanitarian airlift. At the end of July 1992, a Liaison Office was opened in Skopje, now the capital of the Former Yugoslav Republic of Macedonia.

3.14.36 Expenditure in 1992 included all staff-related costs, office rental and utilities, as well as the procurement of office supplies, equipment and vehicles for the extensive operation. Due to the rapid expansion of the programme in the former Yugoslavia in 1992 and a significant increase in prices and the cost of living directly affecting operating expenses, Annual Programme expenditure under PSA in Belgrade was slightly higher than the 1992 approved allocation. The increase in expenditure was covered by a transfer between appropriations.

b) 1993 Revised estimates

3.14.37 By June 1993, as a result of the expansion of UNHCR'S humanitarian efforts, UNHCR had established 25 offices in former Yugoslavia, consisting of four Offices of Chargé de Mission, one Liaison Office, five Sub-Offices and fifteen Field Offices. In order to run these offices and ensure implementation of UNHCR's special humanitarian assistance operation, over 600 staff have been deployed as follows: 548 staff employed by UNHCR on regular contracts (154 international staff, five National Officers, and 389 local staff); 18 UNVs, representing UNV's contribution to UNHCR's humanitarian efforts; and some 50 experts who have either been seconded or are on loan to UNHCR from the Governments of Canada, Finland, France, Ireland, the Netherlands, Norway and Switzerland. In addition, UNHCR presently employs some 15 consultants in a variety of technical and specialized capacities.

3.14.38 The 1993 revised estimates take into account the salaries, travel and Monthly Subsistence Allowance (MSA) of all staff working in the Special Programme of Humanitarian Assistance in the former Yugoslavia, as well as Hazardous Allowance paid to staff working in Bosnia and Herzegovina. Also covered are rental and maintenance of all offices in the former Yugoslavia, including the opening of a Sub-Office in Mostar (now Medugorje, Bosnia), and Field Offices in Dubrovnik (Croatia), Pale (Bosnia), Podgorica and Pristina (Federal Republic of Yugoslavia). In addition, the Tuzla Field Office has had to be expanded on account of the increased operational needs in that area.

3.14.39 Given the precarious security situation in the former Yugoslavia, security measures have been strengthened in virtually all offices. Security companies or guards have been hired and offices provided with special monitoring equipment. In addition, 16 armoured vehicles as well as bullet proof vests and helmets have been purchased and security training courses organized for staff.

3.14.40 Other non-staff costs include communications, utilities, the purchase of stationery and office supplies, vehicles, necessary telecommunications equipment (radios, mobile telephones and other items) and the procurement of computer equipment and office furniture.

3.14.41 Given the magnitude of the Special Programme of Humanitarian Assistance in the former Yugoslavia, the initial 1993 Annual Programme allocation of $ 323,800 has been cancelled and all administrative costs subsumed under the Special Programmes budget.

c) 1994 Initial estimates

3.14.42 As with programme proposals, it is not possible at this time to estimate needs for PPE and PSA. The 1994 budget reflects only the staff costs for established posts.

UNHCR EXPENDITURE IN THE FORMER YUGOSLAVIA

(in thousands of United States dollars)

1992	1993		1994	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1992 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
			GENERAL PROGRAMMES (1)	
1,400.0	1,500.0	600.0	CARE AND MAINTENANCE Basic assistance to refugees and asylum seekers pending resettlement	581.3
15.3 a/	–	–	VOLUNTARY REPATRIATION	–
4.9 a/	–	–	LOCAL SETTLEMENT	–
263.3 b/	149.2	42.7	RESETTLEMENT Counselling, language training and medical examinations prior to resettlement	30.0
389.1	323.8	–	PROGRAMME SUPPORT AND ADMIN. See Annexes I and II	–
2,072.6	1,973.0	642.7	Sub-total (1)	611.3
			SPECIAL PROGRAMMES (2)	
294,442.0	–	412,593.1	HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA	6,913.6 c/
			OTHER TRUST FUNDS	
4.0	–	–	PROGRAMME SUPPORT AND ADMIN. Junior Professional Officer	–
294,446.0	0.0	412,593.1	Sub-total (2)	6,913.6
296,518.6	**1,973.0**	**413,235.8**	**GRAND TOTAL (1+2)**	**7,524.9**

a/ obligation incurred against Overall Allocation

b/ of which US$ 86,004 incurred against Overall Allocation

c/ operational requirements not yet determined

3.15 OTHER COUNTRIES IN CENTRAL AND EASTERN EUROPE

This chapter covers UNHCR activities in Albania, Bulgaria, the Czech Republic, Georgia, Poland, Romania and the Slovak Republic.

Albania

3.15.1 Albania acceded to the 1951 Convention relating to the Status of Refugees and to the 1967 Protocol on 18 August 1992.

3.15.2 Government estimates of the number of persons from the former Yugoslavia (mainly Kosovo) present in Albania as at end March 1993 range between 2,000 and 3,000. They are mostly draft-evaders or deserters and are concentrated in the mountainous border region in the north-east.

3.15.3 In view of developments in the former Yugoslavia and at the request of the authorities, the Liaison Office in Tirana participated in an informal fact-finding mission to the north-east region in August 1992 to carry out a preliminary assessment of resources and anticipated needs in Albania. In December 1992, a UNHCR technical mission conducted an assessment of existing resources with specific emphasis on support to planning and implementation, as well as on shelter and housing.

3.15.4 In October 1992, the Inter-Ministerial Committee for Refugees in Tirana was formally designated as the focal point for refugee issues. Following joint consultations, UNHCR provided technical and institution-building support to the Committee through training and the procurement of basic office and telecommunications equipment. The requested equipment was provided through a Trust Fund project in the amount of $ 24,500. The Chairman of the Committee participated in the UNHCR Regional Emergency Management Training (EMT) seminar held in Budapest in October 1992.

3.15.5 The Liaison Office in Tirana has continued to provide support to the Joint UNHCR/International Organisation for Migration (IOM) Migration Information Unit, set up on 1 March 1992 and in operation since mid-April 1992. The purpose of the information campaign is to address the issue of irregular migratory movements through the mass media and thereby seek to avert population flows by providing information to correct misperceptions which may fuel irregular movements.

Baltic States

3.15.6 None of the Baltic States - Estonia, Latvia and Lithuania - have acceded to the 1951 Convention and/or the 1967 Protocol. Latvia acceded to the 1961 Convention on the Reduction of Statelessness. Lithuania has approached UNHCR for assistance in drafting a law on refugees.

3.15.7 UNHCR Stockholm, which covers the Baltic States, has organized and carried out seminars, lectures and roundtables on refugee law, statelessness and human rights.

3.15.8 The Baltic States continue to be used by asylum-seekers from outside the Newly Independent States (NIS), mainly Iraqis, as transit states in order to reach the Nordic countries. Such asylum-seekers arrive from the Russian Federation and, to a lesser degree, from Belarus. Some of them managed to cross the Baltic Sea. Others have been detained for a short period in the Baltic States and then returned to Russia or Belarus.

Belarus

3.15.9 Belarus is covered by the UNHCR Regional Office in Moscow. It has not acceded to the 1951 Convention or the 1967 Protocol. In March 1993, a draft law on refugees was forwarded to UNHCR for comments. In early 1993, UNHCR organized in cooperation with other international organizations a training seminar in Minsk for Belarus officials on legal issues relating to refugees, migration and human rights.

3.15.10 A mission to Belarus departed in July 1993 with the objective of assessing the numbers and situation of persons who may be of concern to UNHCR and to determine further appropriate UNHCR action.

Bulgaria

3.15.11 At the request of the Government, UNHCR opened a Liaison Office in Sofia in February 1992. The Host Country Agreement ("Accord de Siége") is expected to be signed during 1993.

3.15.12 Bulgaria acceded to the 1951 Convention relating to the Status of Refugees and to the 1967 Protocol on 12 May 1993.

3.15.13 At the end of March 1993 there were 70 recognized refugees in Bulgaria, mainly from Afghanistan, Iraq and the Islamic Republic of Iran. In the absence of national refugee legislation, refugee status determination was conducted by the Liaison Office in Sofia under UNHCR's mandate. A total of 172 asylum applications were registered in 1992. The Government estimates that there are approximately 15,000 foreigners residing illegally in the country and attempting to transit to seek asylum in the West.

3.15.14 Bulgaria is a major transit country for persons from the former Yugoslavia. A total of 185 persons from the former Yugoslavia (the majority from Bosnia and Herzegovina) have been granted temporary protection and assistance. A total of 139 of these are accommodated in a governmental rest home in Velingrad, while the others are assisted by the local communities where they reside. The authorities estimate that 900 persons from former

Yugoslavia are accommodated with host families without having registered formally.

3.15.15 To increase the emergency-preparedness capacity of the competent authorities, UNHCR organized an EMT seminar in Sofia in March 1992. Additionally, two Government representatives and one representative from the Bulgarian Red Cross Society participated in the regional emergency management seminar held by UNHCR in Budapest in October 1992.

3.15.16 A National Bureau for Territorial Asylum and Refugees (NBTAR), the body intended to assume competence for the determination (first instance) of refugee status in Bulgaria, was created in November 1992 and is expected to become fully operational during 1993. UNHCR has provided comments on the draft statute of the NBTAR as well as on draft national refugee legislation.

3.15.17 In 1993, a local settlement project in the amount of $ 94,000, financed from the Overall Allocation and implemented by the Bulgarian Red Cross Society, is providing assistance to mandate refugees through legal and social counselling, vocational training and education. Although refugee children have full access to the Bulgarian educational system, UNHCR covers additional related costs such as materials/supplies and books. This project also seeks to promote institution-building of national structures as well as the development of national non-governmental organizations (NGOs). UNHCR's Liaison Office in Sofia is conducting a comprehensive training programme for NBTAR which includes training in refugee law, status determination and interviewing techniques. Furthermore, with a view to developing the legal counselling capacity of NGOs, UNHCR financed a European Consultation on Refugees and Exiles (ECRE) refugee law training seminar in Sofia in April 1993. A follow-up seminar is tentatively planned for the second half of 1993.

3.15.18 A local settlement appropriation in the amount of $ 182,900 is proposed for 1994. The increase takes into account a higher number of individual beneficiaries for assistance in education, vocational training, and language courses, as well as the need to develop public awareness of refugee issues and to further support national refugee structures.

Former Czech and Slovak Federal Republic (1992)

3.15.19 It is estimated that in 1992, some 11,700 asylum-seekers, refugees and persons fleeing the conflict in former Yugoslavia received protection in the former Czech and Slovak Federal Republic. Of these, 816 asylum-seekers applied for refugee status and 209 requests were granted by the Federal authorities. While most applicants came from Bulgaria, Romania and the former Soviet Union, some 167 came from Asia (mainly Viet Nam) and 40 from Africa. Some 2,700 persons from the former Yugoslavia who had been granted temporary refuge by the Federal authorities were accommodated in centres in the Slovak

Republic and in the Czech Republic. It is estimated that 8,000 persons from the former Yugoslavia refrained from registering and stayed in private accommodation.

3.15.20 Following the dissolution of the Czech and Slovak Federal Republic on 31 December 1992, the respective Ministries of Interior of the Czech Republic and the Slovak Republics assumed full responsibility for refugee affairs.

3.15.21 While the ongoing harmonization process in Western Europe has a bearing on both States, the introduction of the new German asylum legislation has prompted Germany to initiate negotiations on a bilateral readmission agreement with the Czech Republic. The Slovak Republic, in turn, is seeking to conclude similar agreements with its neighbours. Both countries share a common green border and coordinate their visa policies. No restrictions have been imposed with regard to citizens from the former Yugoslavia.

3.15.22 The Czech Republic and Slovak Republic are covered by UNHCR's Regional Office in Vienna. UNHCR's Liaison Office in Prague was opened in February 1992. At the end of 1992 UNHCR was invited to establish a presence in the Slovak capital. Pending the creation and filling of posts, a staff member has been deployed in Bratislava from the Regional Office in Vienna since February 1993.

3.15.23 The former Czechoslovakia ratified the 1951 Convention and the 1967 Protocol on 10 July 1991. The successor Governments were admitted as United Nations members on 19 January 1993. On 25 January 1993 the Slovak Government formally declared itself to be bound by both instruments. The Czech Republic deposited its instrument of accession on 11 May 1993. While both the Czech Republic and the Slovak Republic continue to apply the refugee law passed by the Czechoslovak Federal Parliament in 1991, the respective authorities have commenced work on revising the legislation.

3.15.24 The Czech authorities and the Slovak authorities continue to focus their attention on strengthening their infrastructure to cater for asylum-seekers and refugees. In 1992 the UNHCR assistance project, which was implemented by the respective national refugee offices, focused on institution-building, training and the promotion of refugee law. For 1993, separate local settlement projects have been established for each Republic. They are designed to provide support to the existing governmental and emerging non-governmental structures, to promote awareness of refugee issues, and to support the integration of recognized refugees. The projects also cover social and legal counselling for refugees and asylum-seekers.

3.15.25 Separate projects to be funded from the United Nations Revised Consolidated Inter-Agency Appeal for the Former Yugoslavia (April - December 1993) are under consideration. Their objective would be to provide the authorities with funds earmarked for supplementary assistance to refugees and displaced persons from the former Yugoslavia.

Czech Republic (1993)

3.15.26 At the beginning of April 1993, a total of 10,930 asylum-seekers, refugees and other persons, mainly from the former Yugoslavia, were in the Czech Republic. Of an estimated total of 10,124 persons from the former Yugoslavia, 3,784 have formally registered for temporary refuge. A total of 2,630 asylum-seekers and persons awaiting the determination of their asylum claim or benefiting from temporary refuge were accommodated in centres run by the Czech Government. Of this number 2,124 are from former Yugoslavia and 506 are asylum-seekers from other European countries, mainly from the former Soviet Union (220), Romania (114), and Bulgaria (41). The remaining 131 are from other European countries, Africa (mainly Ghana) and Asia (mainly Viet Nam). The Czech Republic has also offered 500 places for ex-detainees (including family members) from the former Yugoslavia. A total of 380 individuals have availed themselves of the offer.

3.15.27 At 1 April 1993 the Czech authorities operated 28 centres for asylum-seekers, refugees or persons from the former Yugoslavia who were granted temporary protection.

Slovak Republic (1993)

3.15.28 By the end of the first quarter of 1993 the Slovak Refugee Office had granted temporary protection to some 2,000 persons from the former Yugoslavia. While some 1,200 receive assistance and stay with host families, 783 persons are accommodated in four Government-operated centres. Another reception centre is intended for asylum-seekers and refugees. The Refugee Office estimates that an additional 4,000 to 5,000 persons reside in the country without having registered formally.

3.15.29 The number of asylum-seekers and refugees in the Slovak Republic were 91 and 60 respectively (most asylum-seekers are from Armenia). Only two persons were granted refugee status during 1993.

Georgia

3.15.30 After an initial needs assessment in November-December 1992 undertaken at the request of the Government of Georgia, UNHCR participated in a United Nations inter-agency humanitarian mission which took place in early 1993 and included visits to the conflict areas of Abkhazia and South Ossetia.

3.15.31 The general economic decline of Georgia and the ongoing conflicts have severely worsened the living conditions of the population in general and, in particular, the approximately 146,000 displaced persons.

3.15.32 As part of the United Nations Inter-Agency Consolidated Humanitarian Assistance Programme, and in coordination with the International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red

Crescent Societies (IFRC), UNHCR is planning a small emergency relief programme until end 1993 to assist some 65,000 persons (mostly women, children and the elderly) comprising 54,000 in Government-controlled areas (43,000 from Abkhazia and 11,000 from South Ossetia) and 11,000 within South Ossetia. In Government-controlled areas, UNHCR will cooperate with the State Committee for Refugees. It is hoped that the proposed UNHCR intervention in South Ossetia will help to ease the very harsh living conditions and, through ongoing contacts with the local authorities, reduce the high level of ethnic tension.

3.15.33 The UNHCR programme, budgeted in the amount of $ 3,706,200, will respond mainly to the domestic and shelter needs of the most destitute among the displaced persons. The Department of Humanitarian Affairs (DHA), IOM, the United Nations Children's Fund (UNICEF), the World Food Programme (WFP) and the World Health Organization (WHO) will provide assistance and services according to their respective programmes, as agreed after the United Nations inter-agency humanitarian mission. Especially in South Ossetia, UNHCR will cooperate closely in complementary action with Conference on Security and Cooperation in Europe (CSCE) and ICRC field teams.

3.15.34 While awaiting donor response to the Consolidated Appeal which was launched by the DHA on 1 March 1993, an allocation of $ 2 million was made from the Central Emergency Revolving Fund (CERF) to start off the UNHCR relief programme.

Moldova

3.15.35 Moldova is covered by the UNHCR Regional Office in Moscow. It has not yet acceded to the 1951 Convention and 1967 Protocol, nor has it adopted refugee legislation.

3.15.36 In March 1992, fighting broke out in Trans-Dniester, which is mainly inhabited by persons of ethnic Russian and Ukrainian origin. During the conflict, which ceased in July 1992, a substantial number of people left the area for other parts of the country and for the Ukraine. The official number of internally displaced persons registered with the Moldovan authorities was set at 6,325 as of mid-1992, of whom 4,000 are in the capital, Chisinau. If those who did not formally register are included, the estimate of the total number of internally displaced varies between 10,000 and 20,000.

3.15.37 In February 1993, UNHCR organized in conjunction with other international organizations a one-week seminar on refugee law in Chisinau for Government officials.

Poland

3.15.38 As a result of a liberal asylum and visa policy, Poland is a major transit country for asylum-seekers hoping to reach Germany or the Nordic countries. While during 1992 an estimated 100,000 persons transited through

Poland, only 590 applied for refugee status. A total of 84 applicants were granted status and 119 were rejected. Applicants were predominantly persons from the former Yugoslavia, Ethiopians, Armenians, Lithuanians, persons from former Soviet Union and Lebanese. During the first quarter of 1993, 88 asylum-seekers approached the Polish Refugee Office. More than half were from the former Soviet Union. At the end of March 1993 there were some 230 registered asylum-seekers and refugees.

3.15.39 While no visa restrictions on citizens from the former Yugoslavia have been imposed, the number of those rejected at borders of third countries and who consequently remain stranded in Poland is growing. While some 200 individuals from the former Yugoslavia have applied formally for refugee status, an estimated 1,000 to 3,000 persons remain unregistered and may intend to travel to third countries.

3.15.40 In October 1992, Poland entered into a bilateral agreement with the Government of Bosnia and Herzegovina to accept for six months some 900 children in need of evacuation from Bosanski Brod. Some 450 were still in Poland at the end of May 1993 and their temporary stay was extended until December 1993. The rest have either repatriated or departed to third countries. The Government has delegated material assistance for this group to the Polish Red Cross Society.

3.15.41 The Government has also expressed its willingness to accept 1,000 ex-detainees from former Yugoslavia, provided international funding can be secured.

3.15.42 Since many individuals do not formally request asylum, they are not entitled to Government assistance. The Polish Red Cross Society, which in 1992 provided basic assistance to several hundred persons from the former Yugoslavia, requested UNHCR's financial support towards the end of 1992 to sustain its activities.

3.15.43 In 1993, in coordination with the IFRC and pending the identification of an alternative source of funding, a project was designed to provide basic food, shelter, hygienic items, medical care and clothing for some 400 persons accommodated in Red Cross centres. A total of $ 388,500 will be made available for a six-month period commencing 1 July 1993 from funds raised under the United Nations Revised Consolidated Inter-Agency Appeal for the former Yugoslavia (April-December 1993).

3.15.44 In 1992 UNHCR financed a project designed to refurbish a reception facility and to provide supplementary integration-related assistance to asylum-seekers and refugees.

3.15.45 In 1993 a specific allocation was approved for a project which will benefit up to 4,000 asylum-seekers and refugees. The project focuses on integration (through installation grants and labour-insertion activities) as well as institution-building of non-governmental structures in the fields of counselling and the provision of legal aid. In May 1993 Poland concluded a bilateral readmission agreement with Germany which governs the conditions for the return of asylum-seekers.

3.15.46 Cooperation between UNHCR's Liaison Office in Warsaw, which was established in January 1992, and the Office of the Plenipotentiary for Refugees focuses on institution-building and the local integration of recognized refugees. The Host Country Agreement ("Accord de Siége) between the Government and UNHCR was signed on 27 February 1992. The High Commissioner paid an official visit to Poland in September 1992.

3.15.47 On 27 September 1991, Poland acceded to the 1951 Convention and its 1967 Protocol. National legislation entered into force on 3 January 1992 and as of June 1992 asylum-seekers could apply for 1951 Convention refugee status. The Government commenced issuing permanent residence permits and Convention Travel Documents (the latter supplied by UNHCR) to refugees in August 1992. During the reporting period, the Polish authorities continued work on a decree on refugee status, on which UNHCR has been invited to comment. Work is proceeding on the drafting of a domestic refugee law which may be submitted to Parliament towards the end of 1993 or at the beginning of 1994.

3.15.48 The Office of the Plenipotentiary for Refugees, which was created within the Ministry of the Interior in 1991, is responsible for all matters concerning asylum-seekers and refugees, including eligibility, protection and assistance. In February 1993 it was reorganized and renamed the Office of Migration and Refugee Affairs.

Romania

3.15.49 A group of 223 asylum-seekers from Somalia who have been formally granted temporary protection on humanitarian grounds by the Romanian authorities have mostly been accommodated in a former holiday resort and have been receiving food and medical assistance from the Government since early 1992. By the end of 1992, all 17 refugees previously under UNHCR's mandate had been recognized by the authorities as 1951 Convention refugees. During 1992, some 700 asylum applications were registered by the Technical Secretariat of the Romanian Committee for Migration Problems. Since January 1993, the rate of asylum applications has stood at around 15 per week. Applicants are mainly from Iraq, the Islamic Republic of Iran and Pakistan, although an increasing number of applicants are from Angola, India and Sudan. Refugees and destitute or vulnerable asylum-seekers are accommodated by the authorities in a hostel in Bucharest.

3.15.50 Draft refugee legislation on which UNHCR provided comments in 1992 has yet to be presented to Parliament. It is scheduled to be debated during 1993. Pending the enactment of legislation, ministerial instructions designed to implement the 1951 Convention relating to the Status of Refugees and to fill the legislative vacuum were promulgated in September 1992. They have not been applied.

3.15.51 Formally established in March 1992, the Romanian Committee for Migration Problems (RCMP) still operates on an ad hoc basis. Pending the enactment and implementation of refugee legislation, RCMP's Decision Commission takes first instance decisions and rules on appeals of asylum applications.

3.15.52 In 1992, UNHCR supplemented governmental material assistance to refugees and asylum-seekers through a programme of care and maintenance assistance. In particular, UNHCR provided, through its implementing partner, IFRC, full-time social counselling to the beneficiaries. Children received clothing and educational supplies. They can attend local schools and, like the adults, benefit from language instruction. Community kitchens and a sewing workshop under the supervision of the refugee women have been set up in accommodation centres.

3.15.53 In addition to material assistance to individuals, the 1993 care and maintenance appropriation has been increased and seeks to promote institution-building by providing material support and ongoing training, inter alia, in interviewing techniques and registration to the new national refugee structures. Furthermore, at the request of the Romanian authorities and pending a UNHCR technical mission during 1993 to assess needs for shelter and social services, provisions are made for the rehabilitation of one reception centre.

3.15.54 The proposed appropriation for 1994 is a continuation of the 1993 care and maintenance project with greater emphasis on labour-insertion incentives to individuals and strengthening of the national refugee authorities. Activities to raise public awareness of refugee issues will also be identified and developed.

Ukraine

3.15.55 Ukraine is covered by the UNHCR Regional Office in Moscow. Ukraine is not a party to the 1951 Convention and its 1967 Protocol. No refugee laws have been adopted.

3.15.56 As a result of the fighting in Trans-Dniester, it has been estimated that some 10,000 persons crossed the border and moved mainly to the Odessa region in the south. In addition, approximately 60,000 people crossed the Moldova-Ukraine border during the fighting which broke out around the town of Bendery from 21 to 23 June 1992. However, after the end of the fighting, most returned to their homes in Moldova.

3.15.57 In early 1993, a seminar was organized by UNHCR and other international organizations with the aim of developing awareness among

Government officials of the legal aspects of refugee status and related issues.

3.15.58 UNHCR is planning a mission to the Ukraine to study the refugee problem. This survey will be a basis for further UNHCR action in the country.

Project Personnel Expenditure (PPE)/Programme Support and Administration (PSA)

a) 1992 - 1993 (first quarter) major developments

3.15.59 Total expenditure remained within the revised 1992 estimates. Liaison Offices in Bucharest, Prague, Sofia, and Warsaw were established in the first two months of 1992. The Offices in Bucharest and Sofia were staffed by one Liaison Officer, one Junior Professional Officer serving as Associate Protection Officer, and two locally recruited support staff, while the Offices in Prague and Warsaw had only one General Service staff member each.

3.15.60 After the emergence of the Czech Republic and the Slovak Republic, the Regional Office in Vienna continued to cover both countries as well as Poland. Rent-free office premises were provided to UNHCR by the Governments of the Czech Republic, Poland and the Slovak Republic.

b) 1993 - Revised estimates

3.15.61 Revised estimates for 1993 take into account that posts in Albania, Bulgaria, the former Czechoslovakia, Poland and Romania, which had originally been created for only one year, were extended until the end of 1994. With the creation of the Slovak Republic in January 1993, a UNHCR Liaison Office was established in Bratislava with the same staffing structure as the Liaison Offices in Bucharest and Sofia. Owing to financial contraints, only two additional General Service posts have been created for the Offices in Prague and Warsaw.

3.15.62 A UNHCR team left for Tbilisi, Georgia, in July 1993, within the framework of the inter-agency humanitarian emergency programme. Vehicles, radio communications and office equipment were purchased to enable the team to become mobile and operational.

c) 1994 - Initial estimates

3.15.63 Initial estimates for 1994 take into account the post extensions, as a result of which staff costs will be higher than in 1993. Due to developments in the region and continously expanding needs, it is possible that revised needs may eventually exceed present initial estimates.

UNHCR EXPENDITURE IN OTHER COUNTRIES IN CENTRAL AND EASTERN EUROPE

(in thousands of United States dollars)

1992	1993			1994	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1992 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
				GENERAL PROGRAMMES (1)	
				CARE AND MAINTENANCE	
–	2,359.5	1,570.5	Eastern Europe	Temporary assistance to needy asylum seekers, promotion of refugee law and training on legal issues	1,143.9
365.5 a/	335.0	643.0	Romania		340.2
175.5	–	–	Albania		–
–	–	700.0 e/	NIS		900.0
127.0 b/	–	–	Poland		–
212.8	–	–	Czechoslovakia		–
228.4 c/	–	–	Bulgaria		–
				VOLUNTARY REPATRIATION	
7.1 d/	–	–	Bulgaria		–
4.1 d/	–	–	Poland		–
4.2 d/	–	–	Romania		–
				LOCAL SETTLEMENT	
150.0 d/	100.0	250.7	Poland	Assistance towards local integration of recognized refugees	290.8
–	55.0	94.0	Bulgaria		182.9
88.0 d/	–	–	Czechoslovakia		–
–	50.0	213.3	Czech Republic		261.4
–	–	42.9 e/	Slovak Republic		50.4
1,362.6	2,899.5	3,514.4		Sub-total (1)	3,169.6
				SPECIAL PROGRAMMES (2)	
–	–	101.3	Bulgaria	HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA	–
–	–	249.9	Czech Republic		–
–	–	488.5	Poland		–
–	–	100.0	Romania		–
				OTHER TRUST FUNDS	
24.4	–	–	Albania		–
–	–	3,700.0	Georgia		2,000.0
70.0	–	–	Other countries		–
				PROGRAMME SUPPORT AND ADMIN.	
80.9	56.0	68.9	Bulgaria	Junior Professional Officer	68.9
35.0	56.0	48.0	Romania	Junior Professional Officer	48.0
38.4	–	–	Czechoslovakia	Junior Professional Officer	–
–	56.0	64.0	Czech Republic	Junior Professional Officer	64.0
248.7	168.0	4,820.6		Sub-total (2)	2,180.9
1,611.3	**3,067.5**	**8,335.0**		**GRAND TOTAL (1+2)**	**5,350.5**

a/ of which US$ 247,522 incurred against Overall Allocation
b/ of which US$ 6,762 incurred against Overall Allocation
c/ of which US$ 39,948 incurred against Overall Allocation
d/ obligation incurred against Overall Allocation
e/ allocated from the Overall Allocation

3.16 OTHER COUNTRIES IN WESTERN EUROPE

This chapter covers UNHCR activities in Ireland, Luxembourg, Malta, the Netherlands, Portugal, Switzerland and the Nordic countries, including Denmark, Finland, Iceland, Norway and Sweden.

General Overview

Ireland

3.16.1 By the end of 1992, Ireland hosted about 500 refugees, the majority of whom were from Viet Nam and smaller numbers from Chile and the Islamic Republic of Iran. In the latter part of the year, Ireland received some 400 Bosnian refugees. During 1992, 50 asylum-seekers were reported to have applied for refugee status. During the first six months of 1993, 27 applied, most of them from Bosnia and Herzegovina, Croatia and Moldova.

3.16.2 All asylum applications are considered and decided upon by the Irish Department of Justice. In general, refugees and other persons who are allowed to remain on humanitarian grounds enjoy social and economic rights similar to those of nationals. Asylum-seekers are not eligible for state assistance nor do they have a right to gainful employment but, in practice, various ad hoc arrangements have allowed them access to some form of social welfare benefits. The Bosnian population has been given Exceptional Leave to Remain (ELR) status, which allows them access to health care, social welfare, education and confers the right to work.

3.16.3 Refugees admitted to Ireland through resettlement (mainly Vietnamese and Bosnians) are assisted in their integration by the Refugee Agency, an inter-departmental agency. Asylum-seekers are assisted by UNHCR through a modest aid project implemented by the Irish Red Cross Society (IRCS). Initial accommodation and board is provided to needy asylum-seekers. Another implementing partner, the Irish Refugee Council, provides legal and social counselling services to both refugees and asylum-seekers. A similar allocation is proposed for 1994 to cover the same range of activities.

Luxembourg

3.16.4 At the end of 1992, the refugee population stood at 2,208, which is a significant increase over 1991 (692 refugees). The increase is due to the admission of humanitarian cases from former Yugoslavia, whose rights and entitlements are similar to those of refugees. UNHCR has continued discussions with the authorities on new asylum legislation, and proposed procedural changes to ensure that basic standards of international protection are adequately met.

Malta

3.16.5 Compared with 1991 when 27 cases (61 persons) requested asylum, Malta has registered a significant increase in arrivals during 1992. A total of 403 cases (825 persons) applied for asylum, including 360 cases (766 persons) from Iraq and 23 cases (37 persons) from former Yugoslavia. This trend continued during the early part of 1993.

3.16.6 The Emigrant Commission, a non-governmental organization (NGO) operating under the aegis of the Catholic Church, has assisted UNHCR for several years by interviewing asylum-seekers and processing appropriate documentation for resettlement purposes.

3.16.7 The 1992 care and maintenance project provided assistance to an average of 20 refugees and asylum-seekers per month. During the first quarter of 1993, an average of 20 persons per month have been provided basic food, accommodation and health care pending resettlement, processing or deportation. The proposed 1994 allocation shows a slightly lower amount compared to that budgeted for 1993 as a small decrease is foreseen in the number of asylum-seekers reaching the country.

Nordic Countries

3.16.8 At the end of 1992, the refugee population in the Nordic countries amounted to over 290,000 persons, the vast majority of whom lived in Sweden. During 1992, these countries received 106,779 asylum-seekers, in addition to 5,397 persons who were accepted under resettlement quotas and 11,004 persons under family reunification schemes. Details are provided under each country.

3.16.9 During 1992 and the first quarter of 1993, a significant number of asylum-seekers arrived from former Yugoslavia, mostly in Sweden but also in other Nordic countries. UNHCR does not fund assistance either to asylum-seekers or to refugees in these countries, since all reception facilities and assistance measures are entirely funded by States in the region.

3.16.10 During 1992 and early 1993, there was a growing trend of irregular movements of asylum-seekers via Russia and the Baltic States to the Nordic countries. In several instances, asylum-seekers crossed the Baltic in ferries or privately hired boats, often under appalling and dangerous conditions. In January 1993 alone, some 400 persons arrived at the Swedish island of Gotland; they all were admitted into the asylum procedure.

Denmark

3.16.11 At the end of 1992, there were some 39,100 refugees in Denmark. During 1992, 13,876 asylum-seekers arrived in Denmark, which represents a sharp increase compared to 1991, when 4,609 asylum applications were filed. A total of 1,892 persons were received under family reunification schemes and 405 under the resettlement programme.

3.16.12 In June 1992 the Danish Parliament passed a series of amendments to the aliens law concerning, inter alia, family reunification, the identification and detention of asylum-seekers, as well as procedural guarantees against refoulement. In November 1992 a law was adopted on temporary status for certain groups of persons from former Yugoslavia. An amendment was passed in June 1993 which introduces a visa requirement and a quota system for Bosnian refugees.

3.16.13 An ad hoc committee was established to look into possible ways of making the asylum procedure more efficient. The committee is expected to announce its findings in 1993.

Finland

3.16.14 At the end of 1992, there were 6,354 refugees in Finland. During 1992, 3,634 asylum-seekers arrived in Finland, which represents a 70 per cent increase compared to 1991, when 2,137 asylum applications were filed. In addition, 420 persons have been admitted under the family reunification programme and 674 under resettlement schemes.

3.16.15 In December 1992 the Parliament adopted a special law under which asylum-seekers from the former Yugoslavia who had arrived by 21 July 1992 would be granted a renewable, temporary residence permit valid for one year. Moreover, an amendment to the Aliens Act creating a special procedure for asylum-seekers coming from safe countries of first asylum or safe countries of origin was passed by Parliament in the early summer of 1993, and entered into effect on 15 July 1993.

Iceland

3.16.16 At the end of 1992, the refugee population stood at 154. During 1992, 13 asylum-seekers arrived in Iceland and were permitted to remain in the country on humanitarian grounds.

Norway

3.16.17 The refugee population stood at 25,547 at the end of 1992. During 1992, 5,238 asylum-seekers arrived in Norway, which represents an increase of 14 per cent compared to the 1991 figure of 4,569. A total of 980 persons arrived under family reunion schemes and 1,395 persons under the resettlement quota.

3.16.18 In 1992 Norway amended its aliens law. The changes concern taking both fingerprints and photographs of asylum-seekers at the time of arrival. Another amendment introduced criteria applied in the Dublin Convention on the

Country Responsible for Examining an Asylum Application. The maximum detention period for those asylum-seekers without identification was extended. In early 1993, an Inter-Ministerial Working Group prepared a report and proposed it as a basis for legislation on temporary protection. UNHCR was invited to provide comments.

Sweden

3.16.19 Sweden's refugee population at the end of 1992 amounted to 220,000. Approximately 80 per cent of the 84,018 asylum-seekers arriving came from the former Yugoslavia. In addition, Sweden admitted 7,712 persons for family reunification and 2,923 under the resettlement quota during 1992. The Swedish Immigration Board temporarily suspended procedures for the determination of refugee status for asylum-seekers from the former Yugoslavia. By mid-1993 the Government decided to introduce visa obligations for residents of Bosnia and Herzegovina.

3.16.20 In June 1992 the restructured Swedish Immigration Board partly took over the processing of asylum applications, which had previously been carried out by police authorities. An amendment to the aliens law adopted in December 1992 restricts the detention of children under 16 years of age.

3.16.21 The Government examined the introduction of the concept of temporary protection in mass-influx situations in late 1992 and early 1993. After discussions with UNHCR, the Government is expected to submit a proposal on this subject later in 1993.

3.16.22 An important change in assistance to asylum-seekers in reception centres was introduced, following a commission report presented in the summer of 1992. A decree permitting asylum-seekers to work during the processing of the asylum application if a decision on their claims cannot be expected within four months entered into force in July 1992, and affected a limited number of beneficiaries.

Netherlands

3.16.23 At the end of 1992, there were some 27,000 refugees in the Netherlands. The total number of asylum requests received in 1992 was 17,464, which is a 19 per cent decrease below 1991 figures (21,615 applications). However, an increase was registered in the first quarter of 1993 with 6,827 applications. The authorities expect that the total figure in 1993 will be well over 25,000.

3.16.24 Refugee status was granted to 4,923 persons, representing 19 per cent of all decisions, which is a considerable increase over the previous year (775 positive decisions or 4.5 per cent). In the first three months of 1993, 4,294 asylum requests were dealt with in the first instance, resulting in an A status for 705 persons and residence permits for 554 persons (16.4 and 12.9 per cent respectively).

3.16.25 A new Aliens Law was under preparation in late 1992 and early 1993, to introduce changes which would bring domestic legislation more in line with European standards such as those defined in the Schengen Supplementary Agreement, the Dublin Convention and the resolutions adopted at Edinburgh in December 1992 by EC Ministers responsible for immigration. The proposed changes concern carrier sanctions, a streamlined procedure, the introduction of an admissibility procedure and of the concept of country of first asylum, and temporary-protected status. UNHCR submitted its comments in June 1993. If the new law is adopted by Parliament, it is expected to enter into force in early 1994.

3.16.26 The Netherlands Government organized relevant training for the Royal Marechaussee, which acts as border police at Schiphol Airport. The training, a combined effort of the Ministry of Justice, three NGOs and UNHCR started in June 1993.

Portugal

3.16.27 During 1992, a total of 688 persons applied for asylum in Portugal, compared to 233 in 1991. An average of 300 people per month received material assistance from the UNHCR Office of the Honorary Representative in Lisbon and its implementing partner, the Ministry of Labour and Social Security, throughout the year. There was a significant increase in arrivals in the first quarter of 1993, during which 453 people applied for asylum. It is estimated that by the end of the year an average of 1,500 refugees and asylum-seekers will have received basic food, lodging and medical assistance, as well as legal and social counselling services. The majority of the asylum-seekers came from Romania (204), Angola (151) and Zaire (52), followed by individuals from several African and East European countries. Given present trends, the number of asylum-seekers is likely to increase further during 1994.

3.16.28 During 1992, the process of restructuring the Aliens and Borders' Service, which commenced in 1991, continued. More border controls were placed under the supervision of chief inspectors and trained officers concerned with migration matters, including asylum, who replaced fiscal guards. Refugee status determination has thus been made more efficient as the waiting period for the first interview was shortened drastically. This process should continue throughout 1993.

3.16.29 Another important development in the early part of 1993 was the initiation of a major revision of the country's Asylum Law. A draft has been shared with UNHCR for comments. The new law will probably be enacted during the latter part of 1993.

3.16.30 The Office continued to participate, in an observer capacity, in the sessions of the Government's Consultative Commission for Refugees.

3.16.31 Programme implementation in Portugal is carried out in part by the Portuguese Ministry of Labour and Social Security, partly by the UNHCR Office of the Honorary Representative in Lisbon and, as of July 1993, also by the Portuguese Council for Refugees (PCR). This NGO took over legal assistance under the UNHCR local settlement project.

3.16.32 Portugal remains committed to integrating asylum-seekers who are granted refugee status in the country. Recognized refugees can also request family reunification once they show proof of family links and sufficient income to support those who want to join them. The Regional Centres of Social Security and UNHCR also granted subsistence allowances to vulnerable refugees including the handicapped, the elderly and single women.

3.16.33 UNHCR continues to support voluntary repatriation. During 1992, five refugees repatriated with UNHCR assistance.

3.16.34 During 1992, funding was made available to cover the needs of 35 refugee children to allow them to continue primary and secondary education. Language training was provided to some 15 newly arrived asylum-seekers and recognized refugees.

3.16.35 The proposed revised allocation for 1993 and the initial 1994 estimate reflect a marked increase in beneficiaries during 1993 and beyond. In addition to ongoing cooperation with the Ministry of Labour and Social Security, UNHCR has entered into an implementing arrangement with PCR, which took over legal assistance and social counselling activities from the UNHCR Office of the Honorary Representative as of 1 July 1993, in line with the prioritization exercise in Western Europe. Provisions have been made to cover the salaries of one legal counsellor and a part-time secretary as well to purchase some office equipment.

Switzerland

3.16.36 The refugee population in Switzerland at the end of 1992 totalled 26,736, compared to 27,645 in 1991 and 28,578 in 1990. The number of new asylum-seekers dropped considerably to 18,138, representing a 56 per cent decrease in comparison to 1991, when 41,629 new applications were filed. The most numerous groups included citizens of the former Yugoslavia (35 per cent), Sri Lanka (16 per cent) and Turkey (10 per cent). Some 36,904 applications for asylum were processed by the Federal Office for Refugees, representing a 20 per cent increase over the previous year. An estimated 1,730 persons were granted refugee status (as against 1,158 in 1991), 290 of whom received refugee status under the family reunification scheme and 320 under special schemes. In addition, Switzerland granted temporary admission to 5,190 persons, including 3,400 persons who were admitted in the framework of various group admissions for victims of the conflict in former Yugoslavia. During 1992, 1,460 persons were granted humanitarian stay permits. During the first four months of 1993 the total number of new arrivals of asylum-seekers remained constant.

3.16.37 The assistance provided under the UNHCR programmes covers mainly legal aid and counselling, with limited assistance to refugees on an ad hoc or emergency basis when needs cannot be met from other sources. As in 1991, this programme is implemented by the Swiss section of International Social Servic (ISS) and the "Office Suisse d'Aide aux Réfugiés" (OSAR).

Project Personnel Expenditure (PPE)/Programme Support and Administration (PSA)

a) 1992 -1993 (first quarter) major developments

3.16.38 Overall expenditure remained within the revised budget. There was some over-expenditure on staff costs which was offset by savings due to reduced needs in contractual services and office equipment. Post extensions were necessary in some cases due to the fact that contracts of long-serving staff members could not be terminated by mid-1992 and had to be extended until 31 December 1992.

b) 1993 - Revised estimates

3.16.39 Revised estimates take into account the further extension of existing posts into and beyond 1993 and the creation of a Regional Protection Officer post in Stockholm as of mid-1993. The termination of posts, in the context of the prioritization exercise in Western Europe, is proceeding gradually and takes into consideration individually tailored options such as early retirement or job rotation whenever feasible.

c) 1994 - Initial estimates

3.16.40 Initial estimates for other countries in Western Europe are only slightly higher than revised 1993 estimates due to rising utility costs and post extensions for the reasons mentioned above. The phasing-out of posts involved in individual case work is envisaged but can only be effected gradually, owing to the need to train and coordinate with NGOs, and to ensure that appropriate solutions are identified for long-term staff members whose posts have been identified for discontinuation.

UNHCR EXPENDITURE IN OTHER COUNTRIES IN WESTERN EUROPE

(in thousands of United States dollars)

1992	1993			1994	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1992 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
			GENERAL PROGRAMMES		
				CARE AND MAINTENANCE	
97.0	45.5	87.7	Malta	Material and legal assistance	51.5
–	–	–	Portugal	to asylum seekers and refugees	–
0.8 a/	–	–	Switzerland		–
1.1 a/	–	–	Other countries		–
				VOLUNTARY REPATRIATION	
7.8 a/	–	–	Portugal		–
3.3 a/	–	–	Switzerland		–
				LOCAL SETTLEMENT	
16.6	10.0	28.7	Ireland	Assistance towards local integration	28.7
394.1	399.1	609.5	Portugal		614.6
238.8 b/	213.0	304.0	Sweden		317.9
528.1 c/	620.0	554.6	Switzerland		658.4
2.5 a/	–	–	Malta	RESETTLEMENT	–
				PROGRAMME SUPPORT AND ADMIN.	
162.0	157.4	180.7	Netherlands	See Annexes I and II	186.6
612.7	519.5	595.0	Sweden		619.7
19.0	94.7	90.1	Training		90.1
2,083.8	**2,059.2**	**2,450.3**		**GRAND TOTAL**	**2,567.5**

a/ obligation incurred against Overall Allocation

b/ of which US$ 4,650 incurred against Overall Allocation

c/ of which US$ 6,122 incurred against Overall Allocation

ANNEX I

PROGRAMME SUPPORT & ADMINISTRATIVE EXPENDITURE (PSA) AND PROJECT PERSONNEL EXPENDITURE (PPE) FOR THE 1994 INITIAL BUDGET

(by country or area and object of expenditure, in thousands of United States dollars)

EUROPE

COUNTRY or AREA	Source of Funds	CATEGORY OF SUPPORT COSTS			OBJECT OF EXPENDITURE						Variation over 1993 Rev. + (−)
		PSA	PPE	Total	Staff Costs	Travel	Contract Services	Operating Expenses	Supplies & Materials	Others	
Armenia	GP	–	397	397	271	8	6	80	12	20	397
	SP	–	–	–	–	–	–	–	–	–	(302)
Austria	GP	622	529	1,151	940	79	15	104	6	7	(28)
Azerbaijan	GP	–	384	384	283	8	5	62	5	21	384
	SP	–	–	–	–	–	–	–	–	–	(267)
Belgium	GP	1,088	–	1,088	800	27	22	205	21	13	(63)
	SP	–	–	–	–	–	–	–	–	–	(58)
France	GP	872	206	1,078	641	37	29	358	11	2	(153)
	SP	–	–	–	–	–	–	–	–	–	(15)
Germany, Federal	GP	1,371	–	1,371	904	51	109	278	25	4	(61)
Republic of	SP	–	94	94	94	–	–	–		–	1
Greece	GP	221	321	542	420	16	15	77	11	3	(3)
Hungary	GP	216	–	216	146	17	1	39	10	3	3
	SP	236	242	478	450	28	–	–	–	–	(17)
Italy	GP	1,046	–	1,046	774	35	105	102	18	12	(56)
	SP	3	–	3	3	–	–	–	–	–	(115)
Russian Federation	GP	–	761	761	573	21	4	71	71	21	78
	SP	20	–	20	18	2	–	–	–	–	0
Spain	GP	499	181	680	575	35	–	51	15	4	(38)
Turkey	GP	540	860	1,400	1,026	87	1	216	53	17	(98)
	SP	163	–	163	152	11	–	–	–	–	(97)
United Kingdom	GP	793	–	793	558	37	4	168	10	16	(75)
	SP	–	–	–	–	–	–	–	–	–	(16)
Former Yugoslavia	SP	–	6,914	6,914	2,142	597	23	3,029	673	450	(20,116)
Other countries in Central	GP	–	806	806	577	47	7	119	30	26	21
and Eastern Europe	SP	181	–	181	163	18	–	–	–	–	(840)
Other countries in	GP	897	478	1,375	1,002	108	59	185	12	9	50
Western Europe	SP	–	252	252	–	252	–	–	–	–	(34)
Sub-Total	GP	8,165	4,923	13,088	9,490	613	382	2,115	310	178	358
	SP	603	7,502	8,105	3,022	908	23	3,029	673	450	(21,876)
1994 (Initial)	TOTAL	8,768	12,425	21,193	12,512	1,521	405	5,144	983	628	(21,518)
Increase/(Decrease)*	TOTAL	(455)	(21,063)	(21,518)	(17,247)	(278)	9	(254)	(364)	(3,384)	
1993 (Revised)	TOTAL	9,223	33,488	42,711	29,759	1,799	396	5,398	1,347	4,012	
1993 (Initial)	TOTAL	7,819	5,011	12,830	9,281	521	374	2,180	193	281	
1992 (Actuals)	TOTAL	9,484	16,982	26,466	16,034	978	351	3,247	882	4,974	

* 1993 (Revised) against 1994 (Initial)

ANNEX II

STAFFING REQUIREMENTS IN EUROPE

(in work-years)

EUROPE		1993 (revised)											1994 (initial)											Increase (Decrease) over total (excl. JPO)
		D2 L7	D1 L6	P5 L5	P4 L4	P3 L3	P2 L2	s/Tot	NO	GS	TOT all	JPO	D2 L7	D1 L6	P5 L5	P4 L4	P3 L3	P2 L2	s/Tot	NO	GS	TOT all	JPO	
ARMENIA	PPE-GP/TP	–	–	–	–	–	–	0.0	–	–	0.0	–	–	–	1.0	–	2.0	–	3.0	2.0	10.0	15.0	–	
	PPE-SP/TP	–	–	0.5	–	1.0	–	1.5	1.0	5.0	7.5	–	–	–	–	–	–	–	0.0	–	–	0.0	–	
	Total	0.0	0.0	0.5	0.0	1.0	0.0	1.5	1.0	5.0	7.5	0.0	0.0	0.0	1.0	0.0	2.0	0.0	3.0	2.0	10.0	15.0	0.0	7.5
AUSTRIA	PSA-GP/EP	–	1.0		–	–	1.0	2.0	–	4.1	6.1	–	–	1.0	–	–	–	1.0	2.0	–	4.0	6.0	–	
	PPE-GP/TP	–	–	–	2.0	1.4	0.6	4.0	–	2.0	6.0	–	–	–	–	2.0	2.0	–	4.0	–	2.0	6.0	–	
	Total	0.0	1.0	0.0	2.0	1.4	1.6	6.0	0.0	6.1	12.1	0.0	0.0	1.0	0.0	2.0	2.0	1.0	6.0	0.0	6.0	12.0	0.0	(0.1)
AZERBAIJAN	PPE-GP/TP	–	–	–	–	–	–	0.0	–	–	0.0	–	–	–	1.0	–	2.0	–	3.0	3.0	10.0	16.0	–	
	PPE-SP/TP	–	–	0.5	–	1.0		1.5	1.5	5.0	8.0	–	–	–	–	–	–	–	0.0	–	–	0.0	–	
	Total	0.0	0.0	0.5	0.0	1.0	0.0	1.5	1.5	5.0	8.0	0.0	0.0	0.0	1.0	0.0	2.0	0.0	3.0	3.0	10.0	16.0	0.0	8.0
BELGIUM	PSA-GP/EP	–	1.0	–	2.0	2.1	0.1	5.2	–	5.4	10.6	–	–	1.0	–	2.0	2.0	–	5.0	–	5.0	10.0	–	
	-SP/TP	–	–	–	–	–	0.1	0.1	–	–	0.1	–	–	–	–	–	–	–	0.0	–	–	0.0	–	
	Total	0.0	1.0	0.0	2.0	2.1	0.2	5.3	0.0	5.4	10.7	0.0	0.0	1.0	0.0	2.0	2.0	0.0	5.0	0.0	5.0	10.0	0.0	(0.7)
FRANCE	PSA-GP/EP	–	1.0	–	1.7	1.3	1.0	5.0	–	2.0	7.0	–	–	1.0	–	2.0	1.0	–	4.0	–	–	4.0	–	
	PPE-GP/TP	–	–	–	–	–	–	0.0	–	4.0	4.0	–	–	–	–	–	–	–	0.0	–	4.0	4.0	–	
	Total	0.0	1.0	0.0	1.7	1.3	1.0	5.0	0.0	6.0	11.0	0.0	0.0	1.0	0.0	2.0	1.0	0.0	4.0	0.0	4.0	8.0	0.0	(3.0)
GERMANY	PSA-GP/EP	–	1.0	–	1.0	3.0	1.0	6.0	–	7.5	13.5	–	–	1.0	–	1.0	3.0	1.0	6.0	–	6.0	12.0	–	
	PPE-SP/TP	–	–	–	–	–	0.5	0.5	–	1.3	1.8	–	–	–	–	–	–	1.0	1.0	–	1.0	2.0	–	
	Total	0.0	1.0	0.0	1.0	3.0	1.5	6.5	0.0	8.8	15.3	0.0	0.0	1.0	0.0	1.0	3.0	2.0	7.0	0.0	7.0	14.0	0.0	(1.3)
GREECE	PSA-GP/EP	–	–	1.0	–	–	–	1.0	0.1	–	1.1	–	–	–	1.0	–	–	–	1.0	–	–	1.0	–	
	PPE-GP/TP	–	–	–	1.0	0.6	1.4	3.0	–	5.5	8.5	–	–	–	–	1.0	1.0	1.0	3.0	–	6.0	9.0	–	
	Total	0.0	0.0	1.0	1.0	0.6	1.4	4.0	0.1	5.5	9.6	0.0	0.0	0.0	1.0	1.0	1.0	1.0	4.0	0.0	6.0	10.0	0.0	0.4

EUROPE (cont.)		1993 (revised)											1994 (initial)											Increase (Decrease) over total (excl. JPO)
		D2 L7	D1 L6	P5 L5	P4 L4	P3 L3	P2 L2	s/Tot	NO	GS	TOT all	JPO	D2 L7	D1 L6	P5 L5	P4 L4	P3 L3	P2 L2	s/Tot	NO	GS	TOT all	JPO	
HUNGARY	PSA–GP/EP	–	–	1.0	–	–	–	1.0	–	4.0	5.0	–	–	–	1.0	–	–	–	1.0	–	4.0	5.0	–	
	–SP/TP	–	–	–	–	–	–	0.0	–	–	0.0	2.7	–	–	–	–	–	–	0.0	–	–	0.0	–	
	PPE–SP/TP	–	–	–	–	2.4	–	2.4	–	2.0	4.4	–	–	–	–	–	3.0	–	3.0	–	2.0	5.0	–	
	Total	0.0	0.0	1.0	0.0	2.4	0.0	3.4	0.0	6.0	9.4	2.7	0.0	0.0	1.0	0.0	3.0	0.0	4.0	0.0	6.0	10.0	0.0	0.6
ITALY	PSA–GP/EP	–	1.0	–	1.0	1.0	2.0	5.0	–	7.7	12.7	–	–	1.0	–	1.0	1.0	1.6	4.6	–	7.0	11.6	–	
	Total	0.0	1.0	0.0	1.0	1.0	2.0	5.0	0.0	7.7	12.7	0.0	0.0	1.0	0.0	1.0	1.0	1.6	4.6	0.0	7.0	11.6	0.0	(1.1)
NETHERLANDS	PSA–GP/EP	–	–	–	1.0	–	–	1.0	–	1.0	2.0	–	–	–	–	1.0	–	–	1.0	–	1.0	2.0	–	
	Total	0.0	0.0	0.0	1.0	0.0	0.0	1.0	0.0	1.0	2.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.0	0.0	1.0	2.0	0.0	0.0
PORTUGAL	PPE–GP/TP	–	–	–	1.0	–	–	1.0	–	1.0	2.0	–	–	–	–	1.0	–	–	1.0	–	1.0	2.0	–	
	Total	0.0	0.0	0.0	0.0	0.0	0.0	1.0	0.0	1.0	2.0	0.0	0.0	0.0	0.0	1.0	0.0	0.0	1.0	0.0	1.0	2.0	0.0	0.0
RUSSIAN FEDERATION	PSA–SP/TP	–	–	–	–	–	–	0.0	–	–	0.0	1.0	–	–	–	–	–	–	0.0	–	–	0.0	0.3	
	PPE–GP/TP	–	1.0	–	1.5	2.0	–	4.5	2.0	6.5	13.0	–	–	1.0	–	2.0	2.0	–	5.0	3.0	8.0	16.0	–	
	Total	0.0	1.0	0.0	1.5	2.0	0.0	4.5	2.0	6.5	13.0	0.0	0.0	1.0	0.0	2.0	2.0	0.0	5.0	3.0	8.0	16.0	0.0	3.0
SPAIN	PSA–GP/EP	–	–	1.0	1.0	–	–	2.0	–	4.5	6.5	–	–	–	1.0	1.0	–	–	2.0	–	4.0	6.0	–	
	PPE–GP/TP	–	–	–	–	1.0	1.0	2.0	–	0.3	2.3	–	–	–	–	–	1.0	1.0	2.0	–	–	2.0	–	
	Total	0.0	0.0	1.0	1.0	1.0	1.0	4.0	0.0	4.8	8.8	0.0	0.0	0.0	1.0	1.0	1.0	1.0	4.0	0.0	4.0	8.0	0.0	(0.8)
SWEDEN	PSA–GP/EP	–	1.0	–	1.0	1.0	–	3.0	–	3.0	6.0	–	–	1.0	–	1.0	1.0	–	3.0	–	3.0	6.0	–	
	PPE–GP/TP	–	–	–	–	1.5	–	1.5	–	3.0	4.5	–	–	–	–	–	2.0	–	2.0	–	3.0	5.0	–	
	Total	0.0	1.0	0.0	1.0	2.5	0.0	4.5	0.0	6.0	10.5	0.0	0.0	1.0	0.0	1.0	3.0	0.0	5.0	0.0	6.0	11.0	0.0	0.5

EUROPE (cont.)		1993 (revised)											1994 (initial)											Increase (Decrease) over total (excl. JPO)
		D2 L7	D1 L6	P5 L5	P4 L4	P3 L3	P2 L2	s/Tot	NO	GS	TOT all	JPO	D2 L7	D1 L6	P5 L5	P4 L4	P3 L3	P2 L2	s/Tot	NO	GS	TOT all	JPO	
TURKEY	PSA-GP/EP	–	1.0	–	0.5	0.5	–	2.0	–	7.0	9.0	–	–	1.0	–	1.0	–	–	2.0	–	7.0	9.0	–	
	-SP/TP	–	–	–	–	–	–	0.0	–	–	0.0	3.0	–	–	–	–	–	–	0.0	–	–	0.0	0.1	
	PPE-GP/TP	–	–	–	1.3	4.0	–	5.3	1.0	15.5	21.8	–	–	–	–	1.0	3.5	–	4.5	1.0	15.0	20.5	–	
	Total	0.0	1.0	0.0	1.8	4.5	0.0	7.3	1.0	22.5	30.8	3.0	0.0	1.0	0.0	2.0	3.5	0.0	6.5	1.0	22.0	29.5	0.1	(1.3)
UNITED	PSA-GP/EP	–	1.0	–	1.0	1.6	1.4	5.0	–	5.0	10.0	–	–	1.0	–	1.0	2.0	0.5	4.5	–	4.5	9.0	–	
KINGDOM	Total	0.0	1.0	0.0	1.0	1.6	1.4	5.0	0.0	5.0	10.0	0.0	0.0	1.0	0.0	1.0	2.0	0.5	4.5	0.0	4.5	9.0	0.0	(1.0)
FORMER	PPE-SP/TP	1.0	3.4	3.2	28.4	86.2	17.1	139.3	4.5	371.0	514.8	–	1.0	4.0	3.0	31.0	87.0	18.0	144.0	5.0	376.5	525.5	–	
YUGOSLAVIA	Total	1.0	3.4	3.2	28.4	86.2	17.1	139.3	4.5	371.0	514.8	0.0	1.0	4.0	3.0	31.0	87.0	18.0	144.0	5.0	376.5	525.5	0.0	10.7
OTHER	PSA-SP/TP	–	–	–	–	–	–	0.0	–	–	0.0	3.1	–	–	–	–	–	–	0.0	–	–	0.0	1.0	
COUNTRIES	PPE-GP/TP	–	–	–	0.5	5.0	–	5.5	–	10.0	15.5	–	–	–	–	1.0	5.0	–	6.0	–	12.0	18.0	–	
IN EUROPE	Total	0.0	0.0	0.0	0.5	5.0	0.0	5.5	0.0	10.0	15.5	3.1	0.0	0.0	0.0	1.0	5.0	0.0	6.0	0.0	12.0	18.0	1.0	2.5
TOTAL	PSA-GP/EP	0.0	8.0	3.0	10.2	10.5	6.5	38.2	0.1	51.2	89.5	0.0	0.0	8.0	3.0	11.0	10.0	4.1	36.1	0.0	45.5	81.6	0.0	
	-SP/TP	0.0	0.0	0.0	0.0	0.0	0.1	0.1	0.0	0.0	0.1	9.8	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.4	
	PPE-GP/TP	0.0	1.0	0.0	7.3	15.5	3.0	26.8	3.0	47.8	77.6	0.0	0.0	1.0	2.0	8.0	20.5	2.0	33.5	9.0	71.0	113.5	0.0	
	-SP/TP	1.0	3.4	4.2	28.4	90.6	17.6	145.2	7.0	384.3	536.5	0.0	1.0	4.0	3.0	31.0	90.0	19.0	148.0	5.0	379.5	532.5	0.0	
GRAND TOTAL		1.0	12.4	7.2	45.9	116.6	27.2	210.3	10.1	483.3	703.7	9.8	1.0	13.0	8.0	50.0	120.5	25.1	217.6	14.0	496.0	727.6	1.4	23.9

PSA = Programme Support and Administration; PPE = Project Personnel Expenditure; GP = General Programmes; SP = Special Programmes
EP = Established Posts; TP = Temporary Posts
JPO = Junior Professional Officer; NO = Professional National Officer; GS = General Service Staff;

*/ Overall number of posts anticipated to be discontinued but which have yet to be identified by location